1-1-1990

Interorganizational relationships : the transition of special education students to adult human services.

John K. Kerrigan
University of Massachusetts Amherst

INTERORGANIZATIONAL RELATIONSHIPS:

THE TRANSITION OF SPECIAL EDUCATION STUDENTS TO ADULT HUMAN SERVICES

A Dissertation Presented

by

JOHN K. KERRIGAN

Submitted to the Graduate School of the University of Massachusetts in partial fulfillment of the requirements for the degree of

DOCTOR OF EDUCATION

February 1990

School of Education

INTERORGANIZATIONAL RELATIONS:

THE TRANSITION OF SPECIAL EDUCATION STUDENTS
TO ADULT HUMAN SERVICES

A Dissertation Presented

by

JOHN K. KERRIGAN

Approved as to style and content by:

Gretchen B. Rossman, Chairperson of Committee

Kenneth Ertel, Member

Theodore Slovin, Member

Marilyn Haring-Hidore, Dean

ACKNOWLEDGEMENT

I would like to acknowledge several of the many people who have made this research project possible. These include the many authors who have contributed to the research in the areas of interorganizational relationships, and transitional services for special needs students. I am also appreciative to the human service professionals who have taken the time to participate in research questionnaire, and who have a keen interest in helping the handicapped individual reach his or her potential.

I would also like to thank the Superintendent of the Norwell Public Schools for allowing me the flexibility to pursue this professional development endeavor. I also thank Steven Priest for listening during our long distance runs.

I am most deeply indebted to my doctoral committee Gretchen Rossman, Kenneth Ertel, and Theodore Slovin. They were supportive and provided encouragement throughout the process.

Finally, I would like to express my gratitude to my wife, Kathleen, and our two children, Kaitlin and Ryan, for their patience and understanding.

ABSTRACT

INTERORGANIZATIONAL RELATIONS:

THE TRANSITION OF SPECIAL EDUCATION STUDENTS
TO ADULT HUMAN SERVCIES

FEBRUARY 1990

JOHN KEVIN KERRIGAN, B.S., STONEHILL COLLEGE

M.ED., C.A.G.S., BRIDGEWATER STATE COLLEGE

Ed. D., UNIVERSITY OF MASSACHUSETTS

Directed by: Professor Gretchen B. Rossman

Theory and research regarding interorganizational relations (IOR) can be applied to many situations in the field of human service delivery.

An example of IOR in public human services occurs in the transition of special needs students from special education programs to adult human services. In the Commonwealth of Massachusetts the transitional process is defined by legislation entitled Chapter 688.

This research examines Chapter 688 from the conceptual framework of IOR theory. It examines some of the issues and problems involved in the implementation of IOR in the transition process. The organizational domain is delimited to include four key Chapter 688 organizations (agencies): public schools, rehabilitation commission, department of mental health, and department of mental retardation. Local (area) directors of each organization completed a survey questionnaire containing three parts; knowledge of Chapter 688, attitudes toward Chapter 688 and IOR, and the Klonglan

Scale (a measure of intensity of IOR). Information on actual referral patterns and IOR in Chapter 688 was obtained through document analysis of Individual Transition Plans, ITP, and State data base files on Chapter 688 referrals.

The results of the study indicated that the local area directors of the target agencies involved in the Chapter 688 interorganizational relationships, IOR, have a good working knowledge of the law. The area directors are of the opinion that the components of Chapter 688 implementation are satisfactory. They value IOR as a means of improving services, but need to develop a clearer idea of IOR. The area directors´ description of the intensity of IOR in the Klonglan Scale is not substantiated in terms of participation in ITP meetings and/or ITP services. Lastly, the local area directors identify the following barriers to interorganizational relationships: inadequate funding, lack of coordination of funding, lack of goal clarity and uniformity, and insufficient knowledge of, and trust in, other agencies.

TABLE OF CONTENTS

APPENDICES

LIST OF TABLES

LIST OF FIGURES

CHAPTER 1

INTRODUCTION TO THE PROBLEM

Introduction

Our world is becoming an ever more complex array of organizations interacting in the political, economic, and social service arenas. Interorganizational relationships (IOR) have become commonplace in our society. Effective interorganizational relationships are critical to successful communication and interaction among organizations (Mulford, 1982). In the arena of human services, interorganizational relationships can bring about more efficient delivery of services, as well as improving the overall quality of services (Austin, 1982, p. 1-21). In addition, federal and state legislation mandates IOR for many human service agencies. Interorganizational relations reduce service fragmentation, heighten accountability, enhance mutual support, and allow for effective use of resources (Woodard, 1982; and Stodden, 1987, p. 537).

Interorganizational theory is an extension of the view of an organization as a subsystem within a larger system, a multi-organizational system of cooperative and competitive organizations. Organizational theorists emphasize the importance of the environment to the continued existence of any organization. Organizations interact with each other;

trading resources, sharing ideas, vying for power, and competing for survival (Sarason, 1977).

Interorganizational theory is developed through research of existing programs. It in turn provides practitioners with concepts and models to improve everyday functioning of organizational structures. The theory of interorganizational relationships can be applied to "help find a solution" to a variety of interorganizational problems in the public sector (see Figure 1, p. 3). Public human service programs are often considered fragmented, dispersed and poorly coordinated (Furher, 1982). Applying IOR theory may help to identify and correct problems of coordination.

This research examines one such example of interorganizational relationships in the public human service system: those among school systems and human service agencies in meeting the needs of special education students leaving public education and accessing adult human services.

Each year special education students throughout the Commonwealth of Massachusetts leave school and are no longer eligible for the services provided under Chapter 766 (The Special Education Law). Nationwide, almost 300,000 students leave special education programs each year (Stodden, 1987, p. 537). Many of these students continue to need the assistance of human service agencies. The transition from

ORGANIZATIONAL THEORY

PUBLIC HUMAN SERVICE ORGANIZATIONS

INTERORGANIZATIONAL RELATIONS

TRANSITIONAL SERVICES

CHAPTER 688 LEGISLATION

Figure 1: Theoretical construct for the proposed study.

education programs to adult human services requires interaction among public schools and state human service agencies. The organizational field involved in this transition is potentially quite large: public education agencies, state human service agencies, political organizations, advocacy and consumer groups, as well as many private profit and non-profit corporations participate in the development, funding, and implementation of transition programs.

Yet, within this broad field of organizations is a smaller, more specifically defined field. This subfield is composed of the public human service organizations defined by the legislative mandate Chapter 688, the "Turning Twenty-Two law", for the transition of handicapped students. Four organizations key in the Chapter 688 process are: the local education authority, the Massachusetts Rehabilitation Commission, the Department of Mental Health, and the Department of Mental Retardation. The Chapter 688 state legislative mandate, and its subsequent regulations, define the policy and procedures for implementing a formalized transitional process for handicapped students. This process is one which requires interorganizational relationships for successful implementation.

Need for the Study

"Research that examines the current status and satisfactoriness of district-level transition services is greatly needed" (Benz & Halpern, 1987, p.508). There are many examples of interorganizational programs occuring among schools and public human service agencies. Research studies on transitional planning points to minimal cooperation between schools and human service agencies (Rusch & Phelps, 1987, p.495). Often transitional programs are failures, or at the very least they fall far short of expectations (Neugebaren, 1985).

There is little evidence to suggest that examples of IOR implementation are based on theoretical considerations. There is a comprehensive theortical basis for interorganizational relations (IOR) presented in the literature. Interorganizational motivators, facilitating conditions, barriers, and models are examined in the research literature on IOR. Yet, commonly cited facilitators to IOR are ignored, barriers are not addressed, and models improperly applied (Rogers, 1979).

Human service IOR programs can be studied using the perspectives presented in the literature. This will result in more effective programs which achieve intended goals. By applying theory to the structure and process of the IOR program, adaptations and improvements can be made to achieve greater results. We will also gain insight into future program development. "Transition services can be accomplished only if more effective management strategies are developed in the areas of service planning and service coordination" (Johnson, 1987, p.523). There is a need to study the relationships among schools and human services agencies from the perspectives of IOR theoretical constructs.

Purpose of the Study

The purpose of this study is to identify and describe critical factors influencing the effectiveness of IOR among public school special education and public adult human service agencies in the transition process of the handicapped student. The critical factors are the intensity of these relationships, the knowledge of an IOR mandate, and the attitudes toward IOR. Those data can be used to develop recommendations which will facilitate policy revision and implementation.

Research Questions

This research is designed to apply interorganizational theory in a study of the organizational relationship among schools and human service agencies in the Chapter 688 process. This is a descriptive study of interorganizational relations in this process. The following questions are addressed in the study.

1. What is the current pattern and intensity of interorganizational relations within the Chapter 688 organizational domain?
2. Are the local area directors (the key facilitators of IOR) knowledgeable of the basic Chapter 688 regulations?
3. What are the attitudes of local area directors in regard to:
   a. Chapter 688
   b. IOR
   c. Barriers to IOR
   d. Motivation for IOR
4. Are there significant differences among the organizations in regard to these attitudes?
5. Do the data regarding IOR practice in Chapter 688 referral and service planning support the data on intensity of IOR reported by area directors?

Significance

The results of this study are of interest to those who are concerned with the organizational relations involved in the transition of special needs students from schools to adult human services.

The results provide data which can be used at local, regional and state levels to improve IOR in the Chapter 688 process. In general, the study will provide recommendations for staff training programs, policy changes, and program development.

The research indicates the level of basic knowledge of local area management personnel in regard to Chapter 688. Where knowledge is lacking, additional training should be required. A determination of attitude also provides critical information in setting the tone and agenda for state-wide training on Chapter 688. Interagency relations are critical to the delivery of human services, improving both the quality and efficiency of services. Interagency relations are facilitated by knowledgeable, motivated staff. Staff development can improve knowledge and enhance motivation in agency personnel. The comparison of agency responses also indicates training needs for internal staff development for each particular agency. Intragency training project topics are suggested based on analysis of the comparative data. Training goals are also suggested from the results.

The research defines areas of organizational agreement and disagreement, and therefore helps to identify and overcome barriers to interrelationships. The results of this study serve as a partial evaluation of Chapter 688, indicating the aspects of the policy perceived to be effective, as well as those aspects which are not working well. Barriers to implementation can then be addressed in future legislation or regulation changes. A description of the existing level of IOR and a summary of attitudes toward IOR provide information for appropriate resource allocation.

Finally, this research unites practice and theory. Participant awareness of IOR as a field of study is heightened. The results of the survey data are analyzed in terms of IOR theory constructs and shared with policy makers.

Assumptions

The following assumptions are made in the design of this study:

1. The IOR which occur in the Chapter 688 process are essential to providing quality transition services to students entering adult human services.
2. Local area agency directors are in the best position to identify factors regarding the implementation of statewide policy regarding IOR.
3. The attitudes about IOR of the local area agency director have a direct impact on the degree of IOR.
4. Identifying the IOR theoretical factors at work in the transition process will help to more

clearly diagnose problems and facilitate recommendations for improvement.

5. Improving transitional services is a goal of schools and human service agencies.

Definition of Terms

Interorganizational theory crosses many disciplines and involves various organizations. One of the first tasks in studying interorganizational relations is to attempt to set some uniformity to terms and define agency jargon. Concepts and terminology from the field of education, vocational rehabilitation, and mental health are not always alike. Communication is further complicated by the use of federal and state terminology. Often terms derive meaning from the state or federal legislation which authorizes the agency, defines eligibility, and controls funds.

The following definitions will serve to clarify meaning, simplify jargon, and describe common acronyms.

Handicapped person - an individual with a recognized disability, and receiving services from a school or agency.

Chapter 766 - The Massachusetts state law which entitles handicapped children to a free and appropriate education. This law corresponds to P. L. 94-142, the federal special education law.

Public Schools - this term is used to refer to the special education departments within the local school districts.

Special needs student - a student who has been deemed eligible for services and is registered under Chapter 766.

Adult human services - refers to public adult human service agencies which provide transitional services to handicapped students.

Client - refers to an eligible handicapped individual receiving services from an adult human service agency.

MRC- Massachusetts Rehabilitation Commission, a federally funded agency which provides vocational counseling and training to handicapped individuals.

DMH- Department of Mental Health, a state agency providing mental health services to citizens of the Commonwealth of Massachusetts.

DMR- Department of Mental Retardation, a state agency providing services to mentally retarded citizens of the Commonwealth.

EOHS- Executive Office of Human Services, an umbrella agency which oversees and directs the operation of state human service agencies, including MRC, DMH, and DMR.

BTP- Bureau of Transitional Planning, the agency which coordinates and oversees the implementation of Chapter 688 regulations.

Transition process - refers to the process whereby special education students become clients of an adult human service agency.

IEP- Individualized Educational Plan, describes the special education services which a student receives.

ISP- Individualized Service Plan, describes the services coordinated by DMH and/or DMR.

IWRP - Individual Work Rehabilitation Plan, describes the MRC program of services.

ITP- Individualized Transition Plan, the Chapter 688 mandated document which describes the plan for transitional services.

IOR-Interorganizational relations any interaction between or among organizations, includes linkages, exchanges, networks, etc.

Local area director - the top administrator at the local area level office.

In addition to these terms, it is important to note that, for the sake of clarity, some distinctions in terminology will be ignored. The term special needs student will imply that the student is eligible or potentially eligible for the adult human service. The terms handicapped and special needs will be used interchangeably.

Summary

This dissertation is a study of the interorganizational relationships, IOR, which occur in the transition of special education students to adult human service programs. The research applies IOR theory found in the current literature to the interrelationships which occur among school and public adult human service agencies serving handicapped individuals.

This dissertation contains the following Chapters:

Chapter 1 - Introduction to the Problem. An introduction to the problem, research, and significance of the research.

Chapter 2 - Review of the Literature. Reviews literature related to interorganizational theory, beginning with organizational theory, and including the motivation for IOR, and various levels of IOR. In addition, this Chapter includes literature on the application of IOR to the transition of special needs students. Chapter 2 concludes with a description of the Chapter 688 process mandated in the Commonwealth of Massachusetts.

Chapter 3 - Design of the Study. This chapter restates the purpose and significance of the research. A description of the design of the study is also presented. It includes instrumentation, sampling, data collection, participant confidentiality, and data analysis techniques.

Chapter 4 - Data Presentation and Results. This chapter reviews the data collection process and presents a summary of the composite data for each of the areas studied. The chapter also discusses the results of the three parts of the questionnaire as well as document review data.

Chapter 5 - Summary, Conclusions, and Recommendations. The last chapter of the dissertation summarizes the entire research project as described in the four previous chapters. This researcher then provides the conclusions and intrepretation of the data in terms of the literature presented on interorganizational relationship theory. Suggestions are also made for future research needed in the field of IOR theory, as well as for agency interaction in the delivery of human services.

CHAPTER 2

REVIEW OF THE LITERATURE

Introduction

This chapter presents literature related to IOR theory, examples of transitional programs, and a summary of key IOR transitional concepts in relation to Chapter 688. Chapter Two is a review of literature which focuses the proposed research. The first section provides a review of some of the concepts critical to interorganizational theory including organizational theory, organizational domain, motivating factors, intensity of IOR, and models for conceptualizing IOR.

Section two describes IOR within the transition process of special education students moving from school to adult human services. The emphasis is on the basis for IOR as stated in Federal and state policy. Common facilitators and barriers are also presented.

The final section describes a specific state policy for interorganizational relationships in the transition process, Chapter 688 of the laws of the Commonwealth of Massachusetts. The research methodology focuses on interorganizational relationships within the Chapter 688 process.

Interorganizational theory is a product of the development and evolution of organizational theory. One must be somewhat familiar with models of organizations and organizational theory, as these form the basis for many IOR concepts. Within the diverse literature on IOR theory, some basic concepts and common threads can be identified. IOR theory is often discussed in terms of structural dimensions, motivation, levels of intensity, conditions and barriers.

In addition to a review of IOR theory, reviews of transitional programs and IOR among agencies are also included in this chapter. An emphasis is placed on the transitional model mandated in the Commonwealth of Massachusetts.

Finally, a summary and synthesis of the literature is be presented in order to enhance the amalgamation of theory and practice, and identify the foci of the methodology/data collection described in Chapter three.

Section 1. Interorganizational Theory

Background Theory

It is beyond the scope of this chapter to present a review of organizational theories, nevertheless a brief review of organizational theory will provide a basis for understanding interorganizational relations.

Organizations can be described from the perspective of the individual within the organization, the organizational as a whole or unit, and the organization as a component of a larger system. Argyis (1972) notes, "the psychological approach viewed organizations as an aggregate of individuals, each with his own abilities, interests, behaviors, and motives". The sociological view looks at an organization as dealing with large groups, the relationships and structures within the organization (Perrow, 1972).

An organization can be defined as "a concrete social structure, formally established for the purpose of achieving specific objectives" (Heydebrand, 1973). Corwin (1976) summarizes several ideas in his definition of an organization:

> An organization is a relatively permanent and complex social system that (a) consists of subgroups, or coalitions, and that has (b) a name and a location (that is, an unequivocal collective identity), (c) an exact roster of members, (d) an authority structure, (e) a division of labor, (f) a program of activity, and (g) procedures for replacing members. (p. 18).

Organizations have function and structure. Functional types may be business, industrial, governmental, voluntary, professional etc. (Heydebrand, 1973, p.5). Organizational structural models are described by many theorists. Elmore (1978) lists four models: systems management, bureaucratic process, organizational development (OD), and conflict/bargaining. Drabek (1974) names six models in terms of: authoritarian, total, democratic, voluntary, competing, and monopolistic. Heydebrand's (1973) four structural types are the: legal-rational bureaucracy, classical, neoclassical, systems theory, and modern organizational theory.

Brinkeroff (1972) describes three organizational structural models: 1. bureaucracy, as defined by Weber, 2. the human relations model of Mayo, and 3. the open-system approach of Katz and Kahn. Bureaucracy, a formal organization, is a rational-legal model which emphasizes high goal attainment with minimum resource allocation. It is characterized by efficiency and specialization. The human relations model, an informal organizational model, brings interpersonal relations in the forefront. Interpersonal factors, as well as economic conditions, influence the organization´s success or failure. Lastly, the open-system organization places the focus on the organization as a subsystem operating within its environment, a larger system. Continual interaction of the subsystems, with and within the larger system, is essential to reaching organizational goals.

Public human service organizations can be identified in terms of function and structure. Public human service organizations are most often defined in terms of bureaucratic characteristics. Many are monopolistic, without direct competition, and are controlled by a political/governmental hierarchy. The public human service organization has a moral imperative to provide service for those in need. Efficiency and resource allocation may conflict with the mission of the public service organization as it "...invests in human capital" (Vandergoot, 1979, p. 11-12). "These human service organizations are not operated on a profit basis. Their orientation is toward service to clients in need, and it is generally felt by those in this field that the motivative criterion is not efficiency but effectiveness" (Beauregard, 1979, p. 16-17).

This background in organizational theory gives some perspective to the literature on IOR theory. While the bureaucratic model may best describe our public human service organizations, the systems approach most closely aligns with IOR. It is important to note that public human services, such as schools, rehabilitation agencies, and mental health agencies have unique organizational characteristics and goals.

Development of Interorganizational Theory

A review of the literature on interorganizational relations indicates that there are many varied and diverse theories and concepts. It is also evident that terminology varies and definitions lack consistency. The literature spans a number of dimensions of IOR.

Interactions between or among organizations involve many variables. The content, motivation, goals, and type of interaction can be different. The number of organizations, size of the individual organization, and the intensity of the interaction can be considered. Each organization may approach IOR from a different perspective, with different goals and expectations. Nevertheless, IOR is common within our social structure. Organizations within business, government, human service, religious and cultural groups interact at one level or another. "Interdependence pervades organizations and is fundamental to understanding them. Individuals within a work group, work groups within departments, and departments within organizations all depend upon each other...Each organization in turn depends on a host of other people and organizations" (Tjosvold, 1986, p. 517).

The study of IOR appears to have developed in response to both theoretical and practical needs. Organizational theorists had originally examined organizations as a unit. This study had then come to include the "open systems" approach, recognizing the organization´s interaction with its environment.

> A contributing factor to this development in organizational theory has been the growing awareness on the part of organizational theorists that previous research on organizations (primarily case studies of single organizations) does not adequately provide an understanding of the complex social structure of rapidly changing urban communities. Not only is the environment becoming more complex and turbulent, but the web of organizations within communities is becoming increasingly complex, interrelated and extensive. (Cook, 1977, p. 623).

The environment which concerns open system theorists includes other organizations. " As the analysis of organizations has moved toward an open system approach, it has become immediately apparent that other organizations are a critical part of the environment of any organization" (Hall, 1977, p. 457). Sociologists and organizational theorists have discovered IOR as a natural extension of the field of organizational theory.

Practitioners have found it necessary to proceed into the area of IOR, although lacking the guidance of a generally accepted theoretical foundation. "As resources become increasingly scarce, human service organizations are compelled to confront a long-standing problem - the lack of coordination among agencies. Economic scarcity, however, requires agencies to find ways of maximizing resources. One such way is to work more cooperatively.." (Neugebaren, 1985, p. 213). Practitioners in human service organizations are often encouraged by political and economic conditions to engage in cooperative efforts with other organizations to reach common goals.

Organizational Domain

Organizational theory approaches IOR through the "dyadic" relationship (Evan, 1966), and the organization set. The study of IOR initially focused on what is termed the organizational-set. An organizational-set consists of the focal organization and all of the organizations with which it has direct links (Mandell, 1984, p.660). Ross (1980, p. 24) maintains that the concept of organization set, introduced by William Evan, is an outgrowth of the idea of role set. The organization set is the sum of the linkages an organization has with other organizations. Hence, the organization set is built on the focal organization and involves the interaction of a single organization with the focal organization, rather than the interactions among many organizations.

Research on organization set and the focal organization is followed by the study of the "field" of organizations within interorganizational relationships (Mandell, 1984, p.30). "An organizational field is the population of all organizations which have some functional interest in common" (Knoke, 1979, p.30). This concept began a significant shift from a focus on the study of a single organization´s goals, to that of the interaction among several organizations. This type of study emphasizes macro-level concepts (Provan 1980, Hall 1977) Trist (1983, p. 270) uses the term "organizational domain", and changes the point of reference from one organization to the group. "Interorganizational domains are functional social systems that occupy a position in social space between the society as a whole and the single organization" (Trist, 1983). The dyad, set and field are all units of analysis for IOR (see Figure 2, p. 23).

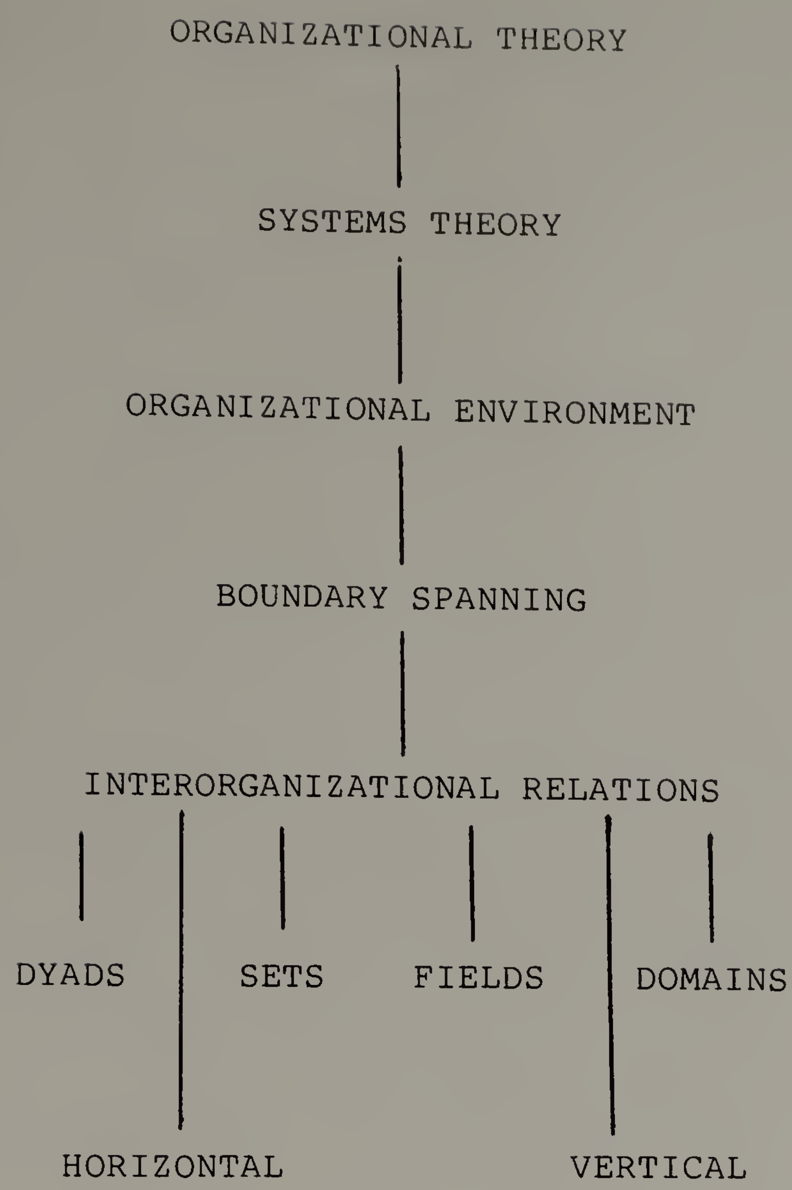


Figure 2: Development of Interorganizational Theory

Approaches to Interorganizational Relationships

Beyond the fundamental concepts of organization set, field and domain are the approaches to the study of IOR. IOR has been viewed from several conceptual frameworks. Whetten (1981) describes four approaches to the research, each from a different disciplinary context. These approaches are: public administration, marketing, economics and sociology. "The public administration approach has been primarily interested in how to improve coordination within a service delivery system...researches with a marketing orientation have examined vertical linkages between business organizations and channels of distribution" (Whetten, 1981, p. 2-4). The economic structure tends instead to search for evidence of inappropriate collaboration. Interest in power structures and community contextual factors characterize the sociological approach according to Whetten.

Another perspective to consider is that of direction: IOR may be horizontal and/or vertical. Horizontal IOR occurs among organizations at the same level. Vertical IOR crosses levels and involves issues of power, control and hierarchy. Klonghan (1976, p. 673) defines a public organization´s hierarchial levels as state, district and county units of an organization. Horizontal and vertical axes of control exist within these intergovernmental relations (Sawyer and Gamm, 1983, p.314).

Interorganizational relationships are based on the existence of an interdependence. Tjosvold (1986, p.528) proposes three types of interdependencies: positive interdependence, negative interdependence, and independently linked interdependence. Positive interdependence involves teamwork, shared goals and fairly distributed work and resources. Negative interdependence is characterized by win-lose situations, unresolved conflict, and hostility. Independently linked interdependence focuses on working alone, and individual goals and reward systems.

In a review of the literature on IOR, (Galaskiewicz, 1985) identifies three arenas. He describes these arenas in terms of "resource procurement and allocation", "political advocacy", and "organizational legitimation". The resource procurement arena involves power and dependency, and the attempt to control the uncertainty of the environment. Political advocacy looks at the formation of coalitions and consensus groups for collective action. Organizational legitimization describes interorganizational strategies to establish legitimacy within the community, government, or industry.

Motivation For Interorganizational Relations

There are interorganizational theories which describe the forces which bring about IOR. One such theory is that of homophily. Lincoln and McBride (1984, p.4) define homophily as those relationships which form for reasons other than the rational exchange of resource. Organizations subscribing to similar values and philosophies tend to seek out one another. By providing similar resources and by working together, mutual benefit can be derived.

The population-ecology theory brings a second perspective to the basis for IOR. "Proponents of the ecological perspective have focused on the appearance, development, and disappearence of organizations... this perspective takes entire populations of organizations as its basic unit of analysis and focuses on the expansion and contraction of organizational populations..." (Strauss, 1982, p. 352). McPherson (1983) adds "in this population-ecology model, organizational forms which are successful spread through growth and imitation, while unsuccessful forms disappear or are absorbed into other organizations"(p. 519). The ecological perspective is a broad approach to all of the relationships, direct and indirect, involving organizations and environments. Aldrich and Pfeffer (1976) use the terminology "evolution" and "natural selection" to refer to the ecological approach.

The third and most commonly used explanation for the motivation behind IOR is the dominant theoretical perspective on IOR of exchange theory, which stresses goal attainment as the basis for IOR. "Organizations interact with the macrostructure and the other organizations to obtain clients, services and economic support" (Hall,1977, p.469). The "exchange perspective emphasizes cooperative and coordinative linkages among mutually interested organizations" (Sharp, 1981, p.418). According to exchange theory, relationships form when members of two or more organizations perceive mutual benefit or gains from interacting (Schmidth and Kochan, 1977, p. 220).

<u>Extensions of Exchange Theory</u>

The exchange theory evolved to include (or perhaps into) a resource-dependency model of organizational survival (Mandell, 1984). The resource-dependency approach contends that "interorganizational dependencies are created by the needs of all organizations to acquire scarce resources" (Provan, 1980, p. 220). And, "IOR, in other words, can be understood as transactions in which resources are exchanged between pairs of collective actors" (Lincoln and McBride, 1985, p. 2). One organization has resources; the other needs the resources.

A resource-partitioning model as described by Carroll (1985) points to the relationship between generalist and specialist organizations. The specialist organization focuses on a narrow "niche". The generalist will focus on a much larger "ecological niche". The role of specialization is further discussed by Cook (1977): "The formation of exchange relations occurs among organizations primarily for two interrelated reasons; specialization and scarcity. Most organizations perform specialized functions and therefore may exchange with other organizations to obtain necessary resources" (p. 64).

A power-dependency approach is also applied as another outgrowth of exchange theory. The literature exhibits some inconsistency in the differentiation between exchange theory and power-dependency. Provan (1980), Hall (1977) and Boje and Whetten (1981) use power-dependency as an extension of exchange theory. Sharp (1981) considers these "two distinct approaches". Nevertheless these two models are associated. "Power is linked to dependency" (Cook, 1977, p. 65). Organizations achieve power in relation to another organization if they limit their own dependency, and control the resources which other organizations need (Provan 1980). Success in obtaining resources provides power in relation to the environment. "The powerful organization can force others to accept its terms in negotiations, to establish cooperative programs, or to settle disputes. Power permits one organization to reach across agency boundaries and determine policies or practices in weaker organizations" (Benson, 1975, p. 234). The power-dependency approach implies that the degree of interest in the relationship is asymmetrical (Schmidth and Kochan, 1977). With the presence of power and influence, conflict and bargaining may take place. The political-economy model (Benson, 1975, p. 248) concerns the relationship of authority and money. This perspective links the analysis of the phenomena of interorganizational relations to features of societal macrostructure.

Although it is possible to differentiate among the various models for IOR, "no organization is likely to engage in only symmetrical exchange relationships with other organizations, or only power-dependency relationships. Rather, an organization is likely to have a mixture of each type" (Schmidth and Kochan, 1977, p.221). (See Figure 3 for a review of the motivation for IOR).

Cooperation/Competition/Conflict

The interrelationships between or among organizations may take place with a spirit of commitment. Mutual cooperation may be the dominating feeling within these organizations. Both the homophily and exchange theories involve cooperation. According to the homophily theory, organization and individual similarities will foster cooperation. Voluntary exchange for mutual benefit also encourages cooperation. Yet cooperation may be complimented by competition. The power-dependency approach describe competition and conflict as inherent characteristics of IOR.

"Competition between groups may promote in-group cohesion and development of various ideas, but inter-group cooperation is needed to foster coordination and implementation of the best ideas" (Tjosvold, 1986, p.534). This would suggest that IOR which contain elements of cooperation and competition may be the most beneficial over time.

Beyond competition is conflict. DiStefano (1984, p. 352) reviews the role of conflict in IOR. A degree of conflict and autonomy must be preserved. By avoiding conflict, one steers away from its "system integration" features.

> Conflict between organizations is an inevitable outgrowth of functional interdependence and scarcity of resources. Managers and organizational theorists have more frequently been concerned with resolving conflict within organizations rather that conflict between organizations that are part of a system. Criteria must be established to distinguish between constructive and destructive conflict...conflict is potentially beneficial to the system when it brings about a more equitable allocation of political power and economic resources by the formation of new countervailing forces, and greater balance and stability within the system. Conflict is disruptive when a lack of recognition of mutual objectives results (Assael, 1969, p. 573).

Molnar and Rogers (1978, p. 406) differentiate between structural and operating conflict. Structural conflicts have to do with identities, and responsibilities that define a relationship. Structural conflict results in an inability to establish or maintain the basic rules or principles that govern the relationship. Operating conflict refers to the level of disagreememt or disputes that characterizes an interorganizational relationship. It involves the interpretation and application of the structure of IOR. It is evident that conflict in IOR must be expected, identified, and addressed. Conflict is not only inevitable, but necessary.

Intensity of Interorganizational Relations

The review of the literature in IOR reveals a plethora of terms describing the intensity or type of IOR. These terms are often used interchangeably. These types of IOR cannot be assembled on a continuum because the terms are not necessarily founded on similar conceptual theory. Here again, a key to the literature on IOR is diversity often without standardization. A discussion of these terms will aid in identifying commonalities

In general, IOR "are contacts occuring between members of an organization´s task environment" (Klonghan, 1976, p. 676). These contacts are also described as linkages. "Linkage is another term for interaction. Linkages can be strong or weak: the word itself does not imply any particular set of characteristics" (Loughran 1985, p.185). Often when an interdependence exists, two or more organizations must take each other into account if they are to accomplish goals (Litwak and Hytton, 1973, p. 223-268). "Interdependence is the extent to which organizations are linked by mutual exchanges or commitment" (Molnar and Rogers, 1979, p. 40). These exchanges are generally thought of as rational processes in which one party gives up something to another in order to gain a desired benefit of reward. Cook (1977, p. 73) defines a resource exchange as any voluntary activity between two or more organizations which has consequences, actual or anticipated, for the realization of their respective goals and objectives.

There are many ways to describe the intensity of the interaction which takes place. "The initial form specifies that the organization´s director is merely aware of the existence of another organization (Klonghan, 1976, p. 676). "By awareness we mean that the agency, as a matter of public policy, recognizes that a state of interdependence exists" (Litwak and Hytton, 1973). Subsequent relationship can be structured or unstructured. Although there are numerous interorganizational relationships which consist of formally structured arrangements for coordination, an even larger amount of coordination occurs in the form of short term ad hoc efforts (Van de Ven and Walker, 1984, p.598). IOR can be based on voluntary association, formal agreement, or legal mandates (Hall, 1977) and (Raelin, 1980).

A common form of IOR is the organizational network. Interorganizational networks are often emergent in nature. While some relationships are mandated, most are locally initiated and arise from the needs of network participants (Boje and Whetten, 1981, p. 379). A group of organizations which exchange resources originally thought of as an organizational set, is now treated as an organizational network (Provan, 1980, p. 201). Mitchell defines a "network as a specific set of linkages among a defined set of persons with the additional property that the characteristics of these linkages as a whole may be used to interpret the social behavior of the persons involved". A network is also the total configuration of interactions and absence of the interactions of between organizations belonging in a specific field (Knoke and Rogers, 1979, p. 30). And, a network is "a number of distinguishable organizations having a significant amount of interaction with each other" (Benson, 1975, p 230). Finally, "networking among organizations here defined as the formation of cooperative relationships" (Galaskiewicz and Shatin, 1981, p. 435).

Much literature exists on the subject of networks. Provan et al. (1980) discuss the relationship between power and centrality in organizational networks. Galaskiewicz and Shatin (1981) report on a study of the characteristics of the leaders in the formation of a network. Boje and Whetten

(1981) differentiate between vertical and horizontal networks with particular emphasis on power. Raelin (1980) lists the characteristics of legal-political networks. Cook (1977) describes three types of networks; communication networks, social networks, and exchange networks. Lincoln (1982) lists four types of communication networks: wheel, chain, all-channel and circle. Whetten (1981) refers to a coalition as a purposive network, "organizations working together to accomplish a specific purpose" (p. 13).

Cooperation/Coordination/Collaboration

Three terms commonly used in describing IOR are coordination, cooperation, and collaboration. Coordination is the process in which organizations create and/or use existing procedures for dealing collectively with their common tasks and goals (Rogers and Whetten, 1982, p.12). Coordination is the extent to which organizations attempt to ensure that their activities take into account those of other organizations. It can be a number of voluntary exchanges involving autonomous agencies (Neugenbaren, 1985, p215). The meaning of coordination is expanded by Whetten (1981, p.11). Coordination includes working together on joint projects and planning future activities. Often the terms coordination and collaboration are interchanged in the literature (Azarnoff 1982, p.184). This can create problems by eliminating the distinctions among terms describing intensity. There is no agreed upon definition of coordination. Views on what coordination is range from talking to another person in the human service field about a program, to service integration.

The second term to be defined is cooperation . Cooperation is a term that assumes two or more parties, each with separate and autonomous programs, agree to work together in making all such programs work. Cooperation is the extent to which the staff perceives that the interacting organization´s staff has been helpful in facilitating the exchange of resources between them (Rogers and Whetten, 1982, p. 109).

The final term is collaboration. Collaboration is a term thât implies the parties involved share responsibilities and authority for basic policy decision making. Case management is an example of collaboration. Two or more agencies work together on one case, and involve the collective resources of all of the agencies involved (Madow, 1980, p. 326).

Models of Interorganizational Relations

At this point it may be useful to review some of the models used to integrate the theory of IOR (see Figure 3, p. 36). One such model is proposed by Whetten (1981) which describes "forms" of IOR. These are; the dyadic linkage,

TERMINOLOGY

relationship — linkage — network — coordination

interaction — exchange — cooperation — collaboration

<u>Whetten</u>
- dyadic linkage
- organization set
- action set
- network

<u>Klonglan</u>
- awareness
- acquaintance
- interaction
- information exchange
- resource exchange
- overlapping boards
- joint programs
- written agreements

<u>Loughran</u>
- network
- coordination
- cooperation
- collaboration

<u>Neugebaren</u>
- ad hoc case coordination
- systematic case coord.
- program coordination

Figure 3: Models of Interorganizational Relations

organizational set, action set, and network. For Whetten the dyadic linkage is "formed when two organizations find it mutually beneficial to collaborate in accomplishing a common goal". The organizational set is the total sum of linkages conducted by an organization. The action set refers to an interacting group of organizations and finally, the network consists of all interactions between organizations in a population. Whetten further defines "structural forms of coordination". He uses the terms mutual adjustment, corporate, and alliance. A mutual adjustment is usually case by case interaction with few shared goals. It is an ad hoc procedure based on interaction. Corporate IOR refers to interaction under a formal authority (corporate structure). Central authority, hierarchy and control are exercised. In the alliance, the coordination takes place without formal authority. Alliance lies between corporate and mutual adjustment IOR. (Whetten, 1981, p. 5-9).

A second model of IOR is described by Klonglan (1976). This is designed as a hierarchy of IOR to classify levels of interaction. The Klonglan Scale lists eight levels or degrees of interaction: 1. director awareness, 2. director acquaintance, 3. director interaction, 4. information exchange, 5. resource exchange, 6. overlapping boards, 7. joint programs, 8. written agreements. Klonglan found that the relative frequency of each type of interaction varied within state, district and county levels of organizational units. The major types of IOR at the state level are awareness, acquaintance, interaction and information exchange. At the district level awareness, acquaintance, interactions and joint programs predominated. And, at the county level awareness, acquaintance, interaction and resource exchange were found to be the most common IOR.

Another model is that described by Loughran (1982). "Networking, coordination, cooperation and collaboration can be viewed as progressively more intense types of interaction, each with a different purpose" (p.185). A network allows the organization to maintain the greatest autonomy and involves the least intense linkages. Coordination would involve closer ties than those within a network. Its goal is to avoid duplication of services, improve referrals and communication. Organizational autonomy remains rather high. The next step on the continuum is cooperation. Cooperation involves some integration of services. Communication becomes focused on a single specific task or issue. Autonomy is diminished. Lastly, "collaboration involves people from different agencies joining together to work toward a common goal". It is time consuming and allows limited agency autonomy. Hord (1986) supports Loughran´s differentiation between cooperation and collaboration.

Collaboration involves joint responsibility and goal attainment. Mulford and Rogers (1982) argue for interchanging cooperation and coordination as in Loughran´s continuum. Coordination falls between cooperation and collaboration. "Coordination involves a greater threat to organizational autonomy" (p. 13) Linkages among organizations that result from cooperation are temporal and not formal. Cooperation is less likely to alter either relationships between organizations at the local level, or relationships with subordinant levels. An IOR continuum may be based on the number of shared arrangements or linkages. Cooperation involves role definition, informal understandings and communication. Coordination requires more exchanges and some joint decision making. Collaboration occurs with high levels of exchanges.

The final model to be discussed is that described by Neugebaren (1985). IOR is based on four conditions; maintenance of autonomy, voluntary participation, shared goals, and complimentary resources. The first level of IOR is "ad hoc case coordination" in which agency practitioners work together to address specific client needs. "Systematic case coordination" is when agencies agree on the specific procedures for meeting types of client needs. Lastly, in "program coordination", which requires policy agreements, agencies join to provide programs to provide client services.

Summary

This first section of the review of literature provides the theoretical foundation for this research. Organizational theory provides us with the basis for understanding interorganizational relationships. Public human service organizations have unique organizational characteristics. Business-like efficiency is tempered by a moral imperative to serve those in need. Interorganizational relations are necessary for the individual organization. An individual organization must respond to its environment if it is to survive and achieve its goals. It must work with the other organizations which make up its environment. Interorganizational relationships are also critical to the total system. Organizations must work together for the betterment of the overall system or society. IOR are therefore critical from both the focal organization's (micro) and the system's (macro) perspective.

Specific societal (system) issues involving IOR can be studied through the investigation of the many dyadic relationships of a focal organization, or from the perspective of organizational domain - the interactions among all of the organizations in the macrostructure. This research proposes the use of the later approach, which

HOMOPHILY

Organizations subscribing to similar values tend to seek one another out.

POPULATION-ECOLOGY

Organizations develop and interact through a natural order of evolution within an environment.

EXCHANGE

Organizational relationships are based on exchanges of resources

EXTENSIONS OF EXCHANGE THEORY

Resource-Dependency

Resource-Partitioning

Power-Dependency

Political-Economy

Figure 4: Motivation for Interorganizational Relationships

focuses on the organizational domain for providing special needs transitional services under Chapter 688.

Three different motivating factors describe interorganizational relationships (see Figure 4 p.41). First, homophily, organizations with similar characteristics attract each other. Next, ecology, environmental factors determine the origin, interaction patterns, and demise of organizations. Lastly, exchange, organizations interact to exchange resources in order to more effectively meet goals. This research will assume that exchange theory most usefully describes IOR in the transition process of special needs students to adult human services.

Exchange theory has several permutations which can be understood using the terms cooperation, competition, and conflict. Originally, exchange theory was described in terms of the cooperative, voluntary exchange of resources. These relationships were symmetrical and for the common good. Later in resource-dependency theory, the voluntary nature of the interactions was questioned and the competitive aspects of dependence on limited resources was stressed. The power-dependency model further describes the conflict and bargaining which take place in the exchange of resources in asymmetrical relationships.

The political-economy model is perhaps the form of exchange theory which most closely aligns with interorganizational relationships in the Chapter 688 process. Political-economy involves the issues of authority and resource allocation. This authority is expressed through the legal mandate (Chapter 688) and the relative political strength of the agencies involved in transition. Economy relates to the allocation of the resources, the clients and the money.

Interorganizational relationships can be defined in terms of linkages, interactions, exchanges, networks, and cooperative, collaborative, or coordinated efforts. Models of IOR may describe the degree, intensity, or level of IOR. These models are based on the frequency of exchanges, number of different linkages, or the relative complexity of the relationships. Models measuring the intensity of IOR may require specific definitions which discriminate one type of linkage from another and define a hierarchy of interactions. The literature reveals a diversity of terminology which interferes with the integration of many of these models. Nevertheless, one such model for measuring the intensity of IOR has been designed for and used in public sector research. The Klonglan Scale, which has been effective in describing the intensity of IOR among human service organizations, is used in this research.

This section of the Chapter Two provides the IOR theoretical foundation for the dissertation. The following section describes examples of IOR in the transition process.

Section 2. Interorganizational Relations in the Transition Process

Introduction

Interorganizational relations (IOR) are the subject of considerable attention in the public human service sector, particularly in regard to transitional services for the handicapped student. Federal, state, and local level governmental units are attempting to create a more efficient service delivery system. Linkages can conserve resources, meet consumer demands for varied services, and serve as problem solving mechanisms (Stodden, 1987). The federal government has encouraged initiatives which foster cooperation between rehabilitation agencies and schools (Phelps, 1980, p. 22). Cooperation can lead to service integration which can reduce fragmentation and gaps in services. It will also minimize unnecessary duplication and enhance service delivery (Tindall, 1982, p. 3). It is clear that in the training, education and employment of handicapped students, comprehensive services cannot be provided by any single agency. The information and resources needed to provide these services require interagency and community cooperation (Fasteau, 1980, p. 69).

In the past, the homophily concept of IOR, or perhaps the ecology theory, may have been cited as the basis of IOR among human service agencies. Today most of the attention undoubtedly falls under the general heading of resource exchange. Interrelationships among agencies are often an expedient and economical way to obtain the resources needed to provide quality service (Canham, 1979, p. 2). "Most efforts at coordination are based on organizational exchange theory... In periods of scarcity interorganizational exchange is essential for the survival of organizations" (Tindall, 1982, p. 4). Yet, "providing increased and improved services to handicapped people must be the first objective of interagency linkage" (Greenan, 1980, p. 107). This points to an everpresent dilemma in providing human services; efficiency and cost effectiveness verses a moral imperative.

In providing for the transitional needs of handicapped students, IOR have often revolved around fiscal cooperation, information coordination and exchange, and job development/placement (Phelps, 1980). Unfortunately, traditional interagency cooperation and/or agreements have tended to be more rhetorical than real. If IOR is going to have impact, some of the elements needed for developing effective IOR should be addressed. These critical elements are a delineation of responsibility, continuous evaluation, identification of participant benefits, a mechanism for resolving conflicts, and a system for negotiation (Whitted, 1983). Linkages among agencies providing transitional services to special education students should clearly formulated, and should take advantage of what we know what works, and doesn´t work in IOR.

Federal Mandates

IOR for transitional services to handicapped students are considered to have some basis in legislation. At the Federal level, P.L. 94-142, Section 504 of the 1973 Vocational Rehabilitation Act, and the Carl Perkins Act of 1985 provide the major impact. P.L. 94-142 identified the need for agencies to interact through several of its mandates (Rogers, 1983, p. 4). The first provision is the requirement that the state education agency (SEA) be the single agency responsible for providing services to handicapped students. Another provision requires the education agency to assure the availability of necessary related services, services which are not ordinarily considered to be educational services. Therefore , the SEA must encourage local education agencies to provide the services, or work with other agencies to do so. Public education agencies must work with mental health, public health, vocational rehabilitation, and family service agencies to provide the array of services required by law. "P.L. 94-142 and its companion state statutes require that special education units negotiate an an equal footing with all of the larger and more powerful state agencies" (Rogers, 1983, p. 5). Because these requirements introduced new challenges, involvement of state and local governments has become necessary. Legislative action, executive proclamations, budgetary policy revisions, and interagency advisory committees are some interventions to encourage IOR among public human service agencies.

P.L. 94-142 also requires, perhaps indirectly, local level IOR. The local education authority (LEA) is asked to provide comprehensive services which have tremendous fiscal impact, this results in efforts by the LEA to work with other human service agencies. The Law´s impact is significant in that it requires IOR on state and local levels, on both horizontal and vertical planes.

The Vocational Rehabilitation Act of 1973, another legislative act, specifically addresses the needs of the handicapped (Greenan, 1980, p. 4-5). The frequently quoted Section 504 requires accessibility to programs, training, and services by handicapped individuals. The Carl Perkins Act of 1985, although primarily a vocational education law, provides specific guidelines for the fiscal and programmatic interaction between special education and vocational education.

Influence from the federal level is also in the form of departmental agreements. The US Office of Education issued a memorandum in 1978 to develop primary interagency and interdepartmental agreements needed to provide appropriate comprehensive vocational training efforts at the national level, and to encourage similar agreements at state and local levels of government. This was followed by a joint memorandum issued by the Commissioners of Education and Rehabilitation Services for the development of formal cooperative agreements between special education, vocational education, and vocational rehabilitation to maximize services to handicapped individuals. The agreements were to include: areas of consensus, use of the individualized educational plan (IEP), and the individualized written rehabilitation plan (IWRP) as tools for IOR, cooperative funding efforts, and information exchange (Tindall, 1982, p. 2).

State Mandates

Major federal legislation is complimented by state initiatives; some take the form of legislation, others formal or informal agreements.

Rogers (1983) summarizes several examples of state IOR policy action. The New Jersey Interdepartmental Committee for the Education of the Handicapped focuses its efforts on the coordination of services and monitoring compliance with P.L. 94-142. Maryland established a State Coordinating Committee (SCC). This group addresses service delivery and financial issues for those individuals in residential facilities. It also established a system for interagency interaction. Future goals include case management and a common funding pool for those whose needs cross agency boundaries. California legislation requires the development of written agreements to assign fiscal responsibilities, and to identify and waive legislative obstacles to interagency collaboration. The Maine Interdepartmental Committee (IDC) is also mandated by legislation. It requires the Department of Human Services and the Department of Education, among others, to work together. The IDC has established fiscal responsibilities and set uniform rates for services.

Idaho's Department of Education produced an interagency planning document for special education and related services for the handicapped students, which delineates service areas and specifies coordination intent. The components include an Individualized Educational Plan (IEP) which lists both special education and vocational education services, and stipulates that special education focus on prevocational skills, and that vocational education focus on direct vocational training.

The Georgia interagency agreement of 1985 (Georgia Department of Education, 1985) is between the Department of Education and the Department of Human Resources. It is a cooperative agreement to provide special education and other related services. It includes a mechanism for cooperative inservice on state, regional, and local levels. It strongly recommends local cooperative memorandum for; the release of information, quarterly joint meetings, and sharing statistical data. Under this agreement the LEA refers the handicapped student in grade ten, or age sixteen, to the Rehabilitation agency. This agency then determines eligibility, develops an IWRP, and places the student in an appropriate vocational rehabilitation setting.

Michigan has set policy which describes three distinct developmental goals for the special education student: educational, rehabilitation, and life support. Three Michigan agencies (Special Education, Vocational Education, and Vocational Rehabilitation agencies) produced an agreement which identifies the function of each agency, suggests generic levels of vocational programming, and gives local discretion in service delivery.

The Cooperative School/Rehabilitation Work Study Program is a collaborative effort by the state special education agency and the Department of Human Services in Oklahoma. This written agreement links education and rehabilitation agencies in order to bridge the gap between school and employment (Farrow, 1983)

In Massachusetts, several interagency agreements have been developed. The Department of Education and the Commission for the Blind agreement of 1981 stressed coordinated planning and resource sharing. The Department of Education agreement with the Rehabilitation Commission describes the joint IEP/IWRP process. Also, the Transitional Planning Agreement of 1977 between these same two agencies describes the Rehabilitation Commission's eligibility requirements in order to have referrals be more appropriate. A 1984 agreement between the Department of Education and the Federal Department of Health and Human Services addresses cost sharing and fiscal matters. Many other agreements have been developed which impact the delivery of transitional services to handicapped students.

The Commonwealth of Massachusetts has, in many respects, been a leader in state legislation for the handicapped. Chapter 766, the special education law of 1974, preceded P.L. 94-142. The Chapter 766 revised regulations of 1986 include specific language for IOR. Section 110.0 defines the Interagency Childrens' Service Team. Section 700.0 defines the role of the Bureau of Institutional Schools for coordinating programs for children in schools operated by departments within the Office of Human Services. Lastly, section 338.0 defines a transition process from school to adult human services (Commonwealth of Massachusetts, 1986).

Chapter 688, another piece of Massachusetts legislation, specifically addresses interagency responsibilities in the transition of handicapped students from special education to adult human services. Chapter 688, the Turning Twenty-Two Law, was enacted in March 1984. It establishes a formalized transition process including referral timelines, the individualized transition plan

(ITP), and the establishment of the Bureau of Transitional Planning (BTP) to monitor implementation and channel referrals. Chapter 688 is also a fiscal planning tool. The Commonwealth hopes to use the early identification and referral of those in need of adult services to anticipate budgetary needs. Chapter 688 is a response to general dissatisfaction with previous efforts to facilitate agency coordination.

Local Efforts

On a local level, informal agreements may be more prolific than formal agreements. Informal agreements refer to those arrangements whereby two or more parties work together without a formally written contract, for an indefinite period of time. These are often established by service providers from informal networks which have developed over time.

Perhaps more important than agreements, formal or informal, are the delivery systems which provide direct client services. "There is no single model of successful coordination between vocational rehabilitation, special education, and vocational education. When considering different coordination practices, it is important to realize that it is impossible to completely transplant a model and expect it to work for every situation" (Russell, 1984, p. 4). Yet models can identify proven practices, and can be adapted to individual situations.

Two examples of local initiatives are Pathways to Employment and Dialog Day. Pathways to Employment is intended to bring together a diverse group of individuals concerned with employing the handicapped. This broad based group has representatives from all of the major public and private human services agencies. The group assesses area needs and charts an action plan. This facilitates group decision making, and forms a basis for future networking. Dialog Day is a similar model of brainstorming and intervention within the local community. These projects form coalitions by bringing together members of diverse organizations with a common interest. Each serves to enhance communication among various organizations.

Poor communication and delays in the flow of information interfere with the transition process. These problems are the focus of the Cooperative Jobline (Hoffman, 1984). The Jobline, a county initiative, is a team of service providers who share an employment lead resource network. The Jobline has also developed an interagency reference manual to assist in making referrals. Another local IOR specifically designed to improve the flow of information is the Handicapped Child Data Project which establishes a central registry to facilitate sharing information on disabled people (van Dyck, 1984).

"Inservice training programs are needed to assist state level staff and local agencies in acquiring the techniques of implementing interagency agreements" (Fasteau, 1980, p. 70). IOR may focus on staff training rather than fiscal or service delivery issues. Parrish (1982) states the importance of preparing staff for implementing collaborative agreements, and describes several models for personnel development. Conferences, workshops, graduate coursework, and school-based inservice programs are all viable alternatives.

Other models for direct service delivery exist. The Work Ability program is one which uses both horizontal and vertical IOR. It links the resources and specialized services of the California Department of Education, Rehabilitation, and Employment Development, with local educational agencies (California Department of Education, 1984, p. 1).

Worden (1979) proposes a three level model for cooperation among agencies in meeting the transitional vocational needs of handicapped students. Transition begins with an advisory committee to set policy and general guidelines. This is followed by an educational planning committee to develop curriculum. Finally, the learning support team to provide service implements the policy and curricula. Russell (1984) lists nine examples of joint programming nationwide: interagency agreements, staff training, joint funding mechanisms, summer work experience, vocational rehabilitation, job placement counselors, job developers, vocational schools, JTPA (Job Training Partnership Act) funding, state employment security agency service, and private employers.

The review of transitional student service models which involve interorganizational relationships can be extensive. This review points out a few examples of federal, state, and local IOR in the transition process. Each program fills a need, yet each presents challenges. It is important to identify the conditions which foster interrelationships among human service agencies. We also need to anticipate barriers to successful IOR.

Interorganizational Conditions and Barriers

IOR do not simply happen. While theory explains the basis for IOR, the reasons for interacting, and the types of interaction, experience indicates that it is not a simple process. There are barriers to IOR and conditions which facilitate IOR. Benson (1975) considers consensus fundamental to successful IOR. Agreement should be reached on roles, tasks and responsibilities. IOR are facilitated by organizational interests and needs, the prevailing atmosphere, and external pressures. IOR are inhibited by fears, communication problems, and environmental factors (Phelps, 1982). Tindall (1982) classifies IOR barriers into four categories: attitudinal, policy/regulation, structural, and environmental. Conditions and barriers for IOR should not be approached separately. Addressing facilitating factors in a comprehensive manner can eliminate many of the barriers to IOR.

Interorganizational relationships begin with some type of interrelationship or dependency. Two or more organizations share common beliefs, common goals. These goals should be clearly defined and agreed upon by the agencies involved in the relationship. Varying organizational goals, unclear goals, or inadequately understood goals have a negative influence on IOR. Human service agencies must see the value of IOR in achieving these common goals. Each agency must move from parochial interests in attempting to meet client needs. Agencies should work together by sharing responsibilities and clients, and by exchanging resources. Competition for funding, limiting client intake, and general competitiveness among organizations are not effective strategies for working together.

IOR can be threatening. Individuals and organizations have a natural resistance to change. A large bureaucratic organization has difficulty adapting. An agency may have a poor reputation in the community. Trust among organizations may be tenuous. Uncertainty and apprehension may precede IOR. An agency (or individual) may fear the loss of autonomy, or even the loss of identity. IOR are a threat to previously secure turf.

In general barriers can be addressed by carefully defining the extent of the IOR, and by educating agency personnel in its purpose. Achieving domain consensus requires that the roles, tasks, and responsibilities of each agency be clearly, delineated, and agreed to. In addition, members of participating agencies must become knowledgeable of the other agencies´ goals and structure. They need to become sensitive to the needs and values of the other agencies.

Interorganizational relationships must command legitimacy within the system, with both the organizations and individuals. IOR need to hold status or value in achieving organizational goals. Mandating IOR can sometimes be a barrier to effective interaction. Legal/regulatory constraints must be identified and addressed. Organizations should realize that effective IOR require time, energy, resources, and knowledge. Organizational structural changes may be necessary to identify boundary spanning activities, procedures, and personnel. Internal policy barriers should be modified. IOR should be planned. The long history of public human services as a piecemeal approach to service delivery must be overcome. Administrators and staff need to be trained in multi-agency techniques and IOR. Administrators should have the expertise to exert leadership in developing IOR.

"Turf protectiveness, ideological differences, and funding sources that facilitate specialized rather than integrated programs are some of the reasons given for the inability of agencies to work together" (Neugebaren, 1985, p. 213). Leach (1983) sees the barriers to IOR as resistance to change, issues of control, uninformed or misinformed staff, specialized jargon and procedures, and a piecemeal approach to the solution of problems. "One significant barrier is the competition for limited funding to meet unlimited needs for services" (Azarnoff, 1982, p. 185). Azarnoff also lists suspicion of outsiders and a lack of incentive for IOR as two additional barriers. Hill (1979) elaborates on funding barriers. He notes a proliferation of funding sources, including funding from federal, state and local levels. He identifies the political nature of public funding, and the reliance on good "grantsmanship". Reference is also made to the complexity of funding cycles, and a need for a clearing house for sources, and coordination of funding. Barriers must be identified and overcome if efforts toward service coordination are to have positive results.

IOR need a proper climate to flourish. Whetten (1981) describes antecedents to organizational interaction. These are a positive attitude toward coordination, recognizing the need for coordination, awareness of potential coordination partnerships, assessment of compatibility and desirablility, and capacity for maintaining the coordination process. Gugerty (1982) identifies four staff oriented conditions: participatory decision making, inservice training, resource support, and a mechanism for feedback. "Agencies need to have a good record of teamwork with other agencies. Trust is a crucial ingredient" (Azarnoff, 1982, p.190).

It is evident that IOR will be more successful if the motivation, resources and mechanisms are in place. Barriers must be removed, and the proper conditions be cultivated to facilitate IOR. A most critical element of successful IOR is to maintain a focus on the needs of the client, rather that the needs of the organization. The principles described in the research on IOR theory can and should be the basis for improving program development and implementation.

Summary

Interorganizational relationships are critical in the transition process of special education students to adult human service agencies. Human service agencies must work together to coordinate services and prevent inefficiency and duplication of effort.

The federal government supports IOR through legislation and funding. Federal legislation insures equal access to education (PL 94-142), access to vocational education (Perkins Act), and access to vocational training and rehabilitation. IOR is encouraged as a way to provide the services mandated by the federal government.

A number of state models for IOR in the transition process have been developed throughout the country. Several states have general IOR policy statements which describe service delivery, funding mechanisms, and information flow. Some state level programs facilitate IOR for a specific population or target group of handicapped individuals. Other models serve to clarify responsibilities among local education and human service agencies working with the handicapped. The Commonwealth of Massachusetts has interagency agreements and legislation which mandate IOR in the transition process of special needs students to adult human services.

The implementation of federal and state policy mandating IOR should be guided by our knowledge of IOR research. Success in interorganizational relationships can be improved by addressing common barriers to interaction such as: loss of autonomy, ambiguous goals, lack of mutual trust, and negative attitudes. Well planned IOR policy will address individual and organizational concerns in an attempt to facilitate policy implementation.

Section 3. Interorganizational Relations and Chapter 688

Introduction

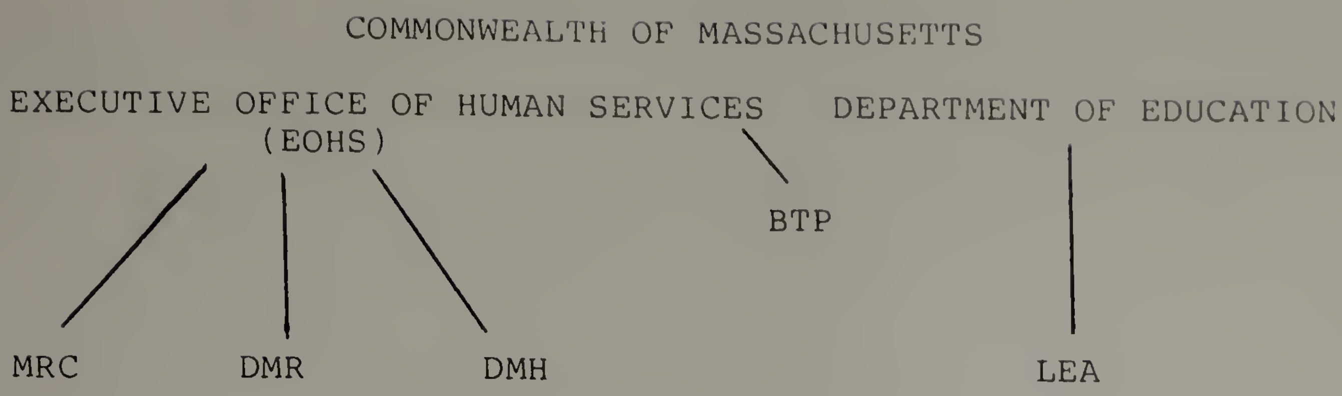
Interorganizational relationships, IOR, among public agencies may be formal or informal. A highly formalized relationship is one mandated through legislation. Chapter 688 is an example of formal, mandated IOR.

Chapter 688, the Turning Twenty-two Law, was signed into law in December of 1983, and was to take effect in March of 1984. Chapter 688 is designed to improve the transition of special needs students from education to adult human services. It establishes a formalized transition process based on interorganizational relationships for referrals, information exchange, and case management.

Public Human Services in Massachusetts

The Commonwealth of Massachusetts´ structure for the delivery of human services in Chapter 688 involves the relationships of several semi-autonomous agencies (see Figure 5 p. 62). The source of authority and flow of information is both horizontal and vertical within this rather complex organizational structure. Various levels of government must work together to ensure that a comprehensive human service system is maintained.

In education, the Board of Education determines state level education policy. The Department of Education



MRC - Massachusetts Rehabilitation Commission
DMR - Department of Mental Retardation
DMH - Department of Mental Health
LEA - Local Education Agency

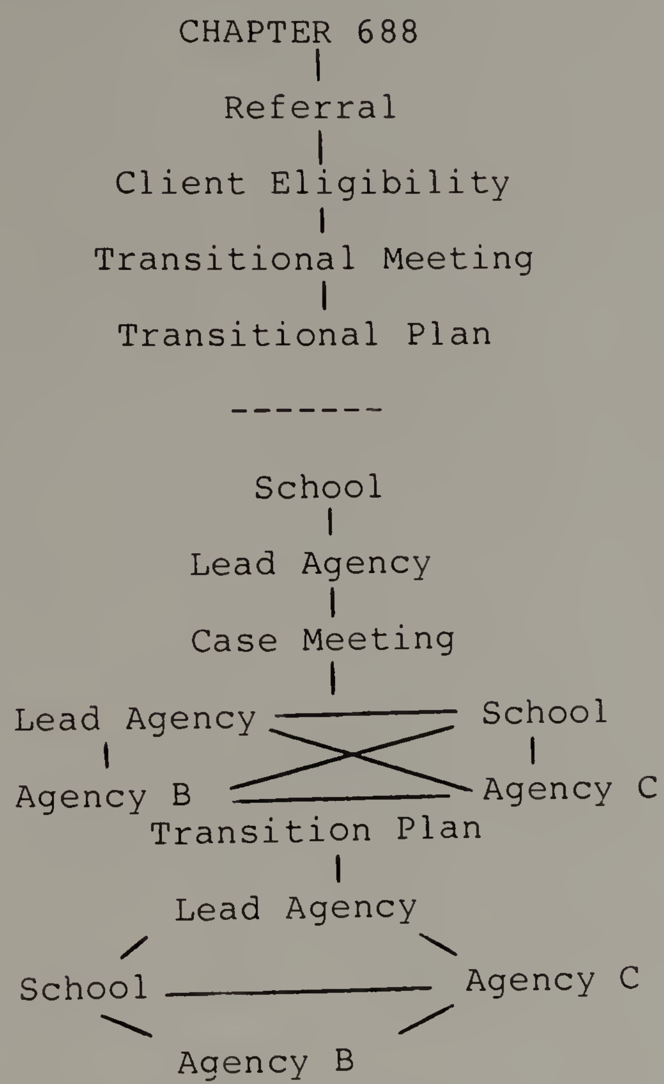


Figure 5: Chapter 688 Organizational Domain

develops and enforces education regulations based on Board policy and/or legislation. The Commonwealth has over three hundred and fifty local education agencies which set policy at the local level.

The Commonwealth of Massachusetts provides public human services through several agencies. The Department of Mental Retardation, the Department of Mental Health, the Massachusetts Rehabilitation Commission, the Office for Children, the Massachusetts Commission for the Blind, the Commission for the Deaf, the Department of Youth Services, the Department of Public Health, the the Department of Social Services, and the Department of Public Welfare provide services for the citizens of the Commonwealth. These agencies work under the Executive Office of Human Services, EOHS.

The EOHS was established in the 1970's to oversee the human service agencies throughout the state. The secretary of the EOHS is appointed by the governor. Each EOHS agency has a commissioner who maintains authority over the operation of the agency. The agencies have established regions and sub-regions (areas) throughout the state. These act as branches or decentralized service centers. Although the organizational structure of human service agencies under the EOHS indicates a clear line of authority, the actual degree of control may vary from one agency to another. The interorganizational relationships in the Chapter 688 process operate within this array of state and local agencies.

Chapter 688 Legislative Background

Chapter 688 is not an isolated piece of legislation. The principles of this law are based in State-wide policy to ensure the rights of the handicapped individual. Legislation to prevent discrimination of a handicapped person in the workplace, to ensure affirmative action programs in government hiring policy, to mandate access to facilities, and to provide equal access to education are all part of the heritage of the Commonwealth.

Several bills were introduced in the state legislature during 1982-83 to ensure the continuation of human services to retarded students beyond the school years. The Massachusetts Association of Retarded Citizens lobbied diligently for the passage of a transitional service law.

a. House 1957 - Holland

A one-year transition to provide entitled services for mentally retarded.

b. House 4359 - DeNucci, Karol, Murray, Correia, Bachrach, and Canavan

A one-year transition to develop a transition plan and provide services for developmentally disabled.

c. House 1444 - Menard

A one-year transition plan for mentally retarded special needs students.

d. Senate 297 - Atkins

A one-year transition period for developmentally disabled special education students for planning services which must be provided after clients twenty-second birthday.

e. Senate 336 - D´Amico

A one-year transition plan for mentally retarded special needs students after eligibility has been determined.

f. Senate 76 - Backman

Transition program for mentally retarded.

Each of these bills addressed the issue of transition from special education to adult human services. A review of each of these bills indicates substantial differences in the transition period, the target population, the type of adult services to be included, and line of authority. These bills were combined by the Joint House/Senate Committee on education in April 1983 to form Senate 1926. Later in the year the Ways and Means Committee reported out Senate 2219, which was to become Chapter 688. (Appendix A)

Chapter 688 is intended to provide a continuation of human services for disabled individuals exiting Chapter 766 entitlements. During the legislative year (1988) the

Massachusetts Association of Retarded Citizens lobbied for a fully funded, entitled adult human service system.

The passage of Chapter 688 was a result of a combination of many conditions. Timing, economic and political climate, and public advocacy were necessary. Chapter 688 ensures the successful transition of handicapped students to adult human service by mandating interagency coordination. Interagency relationships have been recognized for the potential to improve human services. Chapter 766 had been enacted ten years earlier and many of the students in special education programs were reaching the end of education services. Parents had become accustomed to an educational system of due process rights, entitlements, and non-categorical eligibility. Earlier agreements among education and human service agencies were not perceived to be meeting student/client needs. These and other factors resulted in the passage of Chapter 688.

Chapter 688

The Turning Twenty-two Law is an amendment to Chapter 71B of the Massachusetts General Laws. It mandates a two-year transition process for disabled students from special education services to adult human services. Key sections of Chapter 688 are:

Section 12A - provides the definition of key terms; disabled person, education authority, habilitative services, major life activity, substantial gainful activity and transition plan.

Section 12B - establishes the Bureau of Transitional Planning, BTP, under the Executive Office of Human Services. It also establishes the Transitional Advisory Committee, TAC.

Section 12C - states that a disabled person, receiving services under Chapter 71B, shall be eligible upon graduation, or attaining age twenty-two, to receive habilitative services. The responsible education authority shall notify the BTP of a person who may need these services at least two years in advance. This referral should include relevant records, and must be done with the parent/guardian or client permission.

According to the law, the BTP develops a case file of information relative to determining if a person is a "disabled person" as defined in Section 12A. Those persons eligible for social security disability benefits under Title II or Title XVI are deemed disabled. For those not receiving social security benefits, the BTP refers him or her to the Massachusetts Rehabilitation Commission for eligibility determination.

An agency within the EOHS is considered the transitional agency and develops the Individual Transition Plan (ITP). The ITP may include; habilitative services, agencies to provide services, location of least restrictive environment, and the duration of services. The Transition Advisory Council approves all ITP´s. The parent and/or client has the right to appeal the plan through the Council and Secretary of Human Services.

Interorganizational Relations in Chapter 688

The Chapter 688 process begins with the referral by the special education director of the public school system. This referral requires an awareness of the programs and services of the receiving agency. A referral can be facilitated by acquaintance among human service agency directors. The Bureau of Transitional Planning (BTP) provides guidelines and trains special education directors in the referral process. The receiving agency becomes the official C688 lead agency. (In unusual cases the BTP will determine the lead agency.) The referral process involves communication. The referral should be directed to the appropriate agency and the appropriate person within the agency. The referral, and subsequent eligibility requirements, involve the exchange of written information in the form of medical, psychological, and educational assessments and reports. A statement of handicapping condition is also required. This information should be timely, appropriate, and in mutually understood terminology.

The referral is followed by eligibility determination. This may be automatic (as is the case with SSI, SSDI recipients) or done through the Eligibility Determination

Unit of the Massachusetts Rehabilitation Commission. Concurrent with C688 eligibility determination, a client may go through the individual agency´s eligibility process. If C688 eligible, the client is then scheduled for a transition meeting to plan for move from the services of the school to the adult human services.

The transitional planning meeting is coordinated by the lead agency. The meeting may be held in conjunction with the school´s Chapter 766 educational plan meeting. This requires the determination of appropriate participants, and mutually scheduling. The goal of the meeting is to develop the Individualized Transitional Plan (ITP).

The ITP is a document which describes the services necessary for the transition of the student to the adult human services system. The ITP may involve the coordination of many agency services, or even the collaboration of agencies in program development. The services stated in the ITP are intended to tap the resources of school and agencies alike. The ITP is unlike IEP (individual educational plan) in one important way, implementation of ITP services is not guaranteed by law.

Summary

Chapter 688 is a Massachusetts state mandated policy for interorganizational relationships at the local area level. The focus of this relationship is planning for the transition of the special education student from school services to adult human services. The legislation includes: definition of terms, eligibility procedures, a referral process, a joint planning process, and a written, non-binding, plan for student/client transition, Chapter 688 mandates timelines and agency responsibilities, as well as establishing a central agency (BTP) for overseeing implementation. It also provides for a consumer approval and appeal process. Interorganizational relations are central to the Chapter 688 process, and critical to its success.

Summary of Chapter Two

Chapter Two is a review of literature which provides the focus for this research project. The first section provides a review of some of the concepts critical to interorganizational theory including organizational theory, organizational domain, motivating factors, intensity of IOR, and models for conceptualizing IOR.

Section two describes IOR within the transition process of special education students from school to adult human services. The emphasis is on the basis for IOR as stated in Federal and state policy. Common facilitators and barriers are presented.

The final section describes a specific state policy for interorganizational relationships in the transition process, Chapter 688 of the laws of the Commonwealth of

Massachusetts. This research examines interorganizational relationships within the Chapter 688 process.

It is critical to begin a research project with a solid theoretical foundation. This research studies organizational interrelationships, relationships among public human service organizations. These organizations possess many of the characteristics of the bureaucracy described by Weber. IOR demands recognition of, and interaction with, an environment; boundaries must be negotiated and linkages established. The immediate constellation of organizations within the Chapter 688 process form the organizational domain, the environment for interaction. Some of the Chapter 688 functions are dyadic, while others involve multi-organizational sets. Most of the Chapter 688 interorganizational relationships begin and end on a horizontal plane, although vertical interaction is sometimes necessary.

The motivation for interrelationships in the Chapter 688 process is clearly through the law, a mandated series of relationships. Chapter 688 mandates IOR for the purposes of resource exchange. Resources may be defined as clients, information, services and funding. These mandated interactions were not previously required for organizational survival. Previous mutual agreements among organizations based on common goals were ineffective.

The structure of this research is developed through the literature presented on the intensity of IOR and the models of IOR. Intensity can be determined by the frequency of interactions, the number of different linkages, or, as in the Klonglan Scale, a composite of hierarchical levels. A review of the models of IOR helps to clarify these levels of interaction and discriminate among the terms network, cooperation, coordination, and collaboration.

Specific examples of federal and state policy on the interaction among agencies in the transition process provide a basis for framing Chapter 688 and anticipating barriers to its successful implementation. The literature reviewed in section two helps to focus the IOR theory as it relates to the transition process. It also provides the content for the measure of attitudes critical to IOR in the Chapter 688 process. The literature on the barriers and facilitators of IOR in the transition process provide numerous examples of what makes IOR succeed or fail.

Chapter 688 and the Chapter 688 process are described in the third section of this chapter. Chapter 688 cannot be disassociated with the transition process in the Commonwealth of Massachusetts. Chapter 688 is directly incorporated into this research, and indeed is a large part of the project. It defines the organizational field, the sample, and specific linkages of IOR.

Chapter III, the design of the study, further integrates the ideas presented in this chapter.

CHAPTER 3

METHODOLOGY

Introduction

This chapter describes the research methodology used in this study. Description of the population, sample, instrumentation, and procedures are presented. It also includes a review of the data analysis techniques utilized.

This research is a study which employs a descriptive methodological approach. A post-hoc assessment of policy issues involving interorganizational relationships in the Chapter 688 transitional process is presented using document review and survey data collection instrumentation. The intensity of the interorganizational relationships (IOR), knowledge of transitional IOR mandates, and attitudes toward interorganizational relationships are investigated. Chapter 688 transition historical/document data were also collected to supplement questionnaire data.

The study is an effort to combine theory and practice in both the collection of data and the analysis of the results. Using the concepts from the literature on IOR theory, agency administrators were surveyed to identify critical information related to organizational interactions. The data collection, analysis, and interpretation serve to describe IOR practices in terms of key theoretical constructs. The results of this research provide information to evaluate and improve current program implementation, as well as contribute to IOR theory.

Chapter Three presents the design of the study including population and sample, instrumentation, procedures, data collection and data analysis techniques.

Population and Sample

A study of IOR must begin by defining the domain organizations involved in the targeted linkages. There are many service organizations and individuals involved in the transition of special needs students to adult human services. Special education teachers, agency personnel, parent advocates, vocational counselors, and staff from many public and private institutions all contribute in one way or another to this transition. It is evident that individuals from each of these groups could provide insight and information on this issue. Yet, this research concentrates only on those agencies which, by Chapter 688 law, are responsible for transitional services, and are the most frequent participants in the process: the local education authority (LEA) special education department, Massachusetts Rehabilitation Commission (MRC), Department of Mental Health (DMH), and Department of Mental Retardation (DMR). Each of these agencies has personnel who are involved in the transition process, and, to one degree or another, IOR.

Within these four organizations, this research is further delimited. The population for this study is the agency directors at the local level. The local area director is in the unique position of interpreting policy and supervising implementation.

The survey instrument was therefore administered to all area directors of MRC, DMH, and DMR in Massachusetts. In addition, a sample of LEA special education directors took part in the survey. Each of the six human service geographical regions throughout the state are represented in the LEA sample.

The Commonwealth of Massachusetts human service system is divided into six geographical regions for both DMH and DMR, and five regions for MRC. Each region is composed of four to six local area offices. The chief manager of the local area office is the area director. The number of area directors sent the survey questionnaire statewide were:

MRC - 29

DMH - 29

DMR - 26

SPED - 30

The number of special education directors throughout the state is over three hundred and fifty. Therefore a sampling technique was used for the purposes of this study. A random stratified sample based on each five human service geographical regions was employed. A random sample of thirty special education directors within each five human service regions participated in the study. Six special education directors from each of five regions participated. The total number of participants identified from all four types of organization totaled one hundred and fourteen.

Instrumentation for Data Collection

This study involved the administration of a three-part survey instrument. Each part of the survey provides data for addressing a specific research question proposed in Chapter One. The three survey parts are:

Part 1. Klonglan Scale - A scale to measure the intensity of IOR.

Question 1. What is the intensity of interorganizational relationships within the Chapter 688 organizational domain?

Part 2. Knowledge of Chapter 688 - A ten-item multiple choice questionnaire to determine basic knowledge of Chapter 688 regulations.

Question 2. Are local agency directors knowledgeable of the basic Chapter 688 regulations?

Part 3. Attitude Scale - Likert type scale to determine attitudes toward components of boundary spanning.

Question 3. What are the attitudes of local agency directors in regard to issues of:

a. Chapter 688

b. IOR in general

c. IOR barriers

d. Motivation for IOR

Question 4. Are there differences among the attitudes of the directors of the four organizations?

Question 5. Do the data regarding IOR practice in Chapter 688 referral and service planning support the data on intensity of IOR reported by area directors?

Klonglan Scále

The literature contains a number of studies which differentiate levels or types of IOR. Various approaches are used to define and measure interorganizational relationships. These may use the "single indicator" or "multiple indicators" approach to intensity. A single indicator of IOR may simply be the number of joint programs. The higher the number of joint programs the more intense the relationship. The multiple indicator method for measuring IOR can be noncomposite or composite. An example of a composite multiple indicators could be the number of joint programs accompanied by resource exchanges.

The Klonglan Scale is an example of a composite, cumulative multiple indicator scale for measuring the intensity of IOR. It is based on the work of Aiken and Hage (1968) who used a single indicator to measure IOR, and Levine and White (1961) who used a series of indicators. Klonglan et al (1973) originally developed the scale to measure IOR across hierarchial levels of organizations. The Klonglan Scale (Klonglan, 1976) is selected for its value in describing the degree or intensity of IOR in an organizational domain. The scale has been used in public sector IOR research (Klonglan, 1976, and LaVigne, 1983). The Klonglan scale consists of eight items ranging from awareness to collaboration. The respondent completes the eight item protocol for each of the organizations within the selected domain.

The Klonglan Scale was developed in the public human service sector. It was first used to measure the interorganizational relationships at the state, regional and county levels of social services and health related organizations. A related scale was developed by Rogers (1974) from interviews of the top administrators in over one hundred public agencies and consisted of six items. This scale was expanded by Klonglan to eight items which are considered cumulative and measure the intensity of IOR. The eight items on the Klonglan Scale are:

1. Awareness
2. Acquaintance
3. Interaction
4. Information exchange
5. Resource exchange
6. Overlapping boards
7. Joint programs
8. Written agreements

These items have been developed from the research of others in the field of IOR. For items 1,2,3, and 8 the work of Litwak and Hylton (1962); for item 4 the work of Finley (1969), and for items 5,6, and 7 the research of Thompson and McEwen (1958) are used as sources of Klonglan's eight items (Klonglan, 1976, p.676). The coefficient of reproducibility (the extent to which a respondent's scale score predicts his response pattern) is .95 at the district level. The minimum marginal reproducibility indicates that the IOR measure is more cumulative than chance would predict. A coefficient of scalability (an indication of the continuous nature of the items) is .60 for the district level. This is adequate in determining that the scale is both unidimensional and cumulative (Klonglan, 1976, p.680-681). In related research Rogers (1974) obtained a reliability coefficient of .95 using a six item scale (omitting items 3 and 7) within a single organization.

The Klonglan Scale provides data for determining the intensity of IOR among those organizations within the Chapter 688 organizational domain. The data also provide a description of local area linkages throughout the state, as well as the intensity of these linkages.

Knowledge of Chapter 688

The second part of the survey, knowledge of Chapter 688, determined the area directors´ familarity with some basic regulations. The items were taken from the Chapter 688 implementation guides distributed by the Bureau of Transitional Planning (BTP) which oversees the Chapter 688 process. This part of the survey was reviewed and pilot tested by the six members of the staff of the Bureau of Transitional Planning (BTP). They provided a critique on the accuracy and clarity of the items, as well as the comprehensive nature of the total number of items. Modifications have been made to the items based on the critique by the BTP. The ten items address fundamental aspects of Chapter 688 including: definitions, referral, eligibility, transition planning, and appeals (see Appendix A). This assessment of basic Chapter 688 knowledge focuses on the second research question. Are area directors knowledgeable of Chapter 688 regulations? This part of the survey is intended to measure a basic level of knowledge of the Chapter 688 process in the respondents.

Attitudes Toward IOR

The third part of the survey is a Likert-type attitude questionnaire to determine attitudes toward boundary spanning components of IOR and Chapter 688. An initial number of items (150) had been developed from a review of the literature on IOR, Chapter 688, and barriers and facilitators of IOR. The attitude questionnaire was reviewed and pilot tested with the BTP in the same manner as described for the items on "knowledge of Chapter 688". Members of the BTP and the organizations taking part in the study responded to each of the items and provided feedback on the clarity and meaning of the items. The items were then categorized by area (Chapter 688, attitude toward IOR, and attitude toward conditions and barriers), which resulted in a total of thirty-nine items. Inappropriate or weak items were eliminated from the original one-hundred and fifty items. Part III of the survey provides a description of the attitudes of area directors toward elements critical to the success of IOR and Chapter 688.

Historical Data

The final phase of the data collection was a review of some of the historical, descriptive data which are collected by the Bureau of Transitional Planning, BTP. The elements of the data collected from this source are the following:

1. The number of Chapter 688 referrals.

2. Rate of appropriate referrals.

3. Referral timelines.

4. Agencies participating in the transition meeting(s).

5. Agencies listed in ITP´s as services providers.

The referral data collected were limited to those which were available for the fiscal year 1988, FY88. Transition meeting and service plan data were collected by sampling eleven percent of the individual transitional plans, ITPs, on file at the BTP as of February 1989. Every ninth plan was selected, reviewed, and key data coded. These data provided a view of the relationship between the perception of the respondents in Part I of the survey (Intensity of IOR), and the practice of IOR in the Chapter 688 process. Chapter 688 referrals require an awareness of the identity and function of other agencies. Referrals result in acquaintance, interaction, and information exchange. Transition meetings and service planning involves additional interaction, information/resource exchange and collaboration. The number and pattern of referrals therefore relates to the awareness, acquaintance, and interaction levels of IOR, as well as the exchange of information. Participation at Chapter 688 transitional meeting relates directly to the intensity levels of interaction and information exchange. The data collected from the individual transition plans (ITP) indicate the extent to which resource exchange and joint programming occurs.

Procedures for Data Collection

The survey instrument consists of the three parts described in the previous section (see Appendix B). After the instrument review and pilot testing were completed, the survey was revised and administered in its final form to each of the subjects. The survey questionnaire included a cover letter and the endorsement of the central office of organization. The cover letter explained individual anonymity, and confidentiality of the responses, as well as the potential uses of the data.

The survey was mailed to all of the local area directors of each organization (agency). The purpose of the survey was reviewed with the respondents in the cover letter (see Appendix C). Arrangements were made to distribute the survey to the identified population. A current list of names and addresses for each of the agencies was obtained from the central office of the agency. This list was completed, checked/confirmed by phone with the central office staff. Each participant was provided with an appropriate form of part I (Klonglan Scale) of the survey, (a form which eliminates IOR items involving relationships with one´s own agency). All respondents were given identical forms of parts II and III. Respondents were asked to complete the survey and return it in the mail. They were also asked to mail a postcard indicating participation. The respondents were asked to indicate that they were indeed the area director, and to identify the region they represented. Follow-up letters, phone calls, and intra-agency contacts were employed to improve the response rate. The response rate for DMR and MRC was one-hundred percent. The rate of response for DMH was eighty-three percent.

An alternative for data collection was used for LEA special education directors in addition to a mailing. The special education directors were asked to complete the questionnaire at an annual meeting of a professional organization. A stratified random sample was selected from the responses. The subsequent mailing focused on the regions of the state not represented at the meeting.

Chapter 688 statistical data, data on file with the Bureau of Transitional Planning (BTP), were collected by the researcher through cooperation with the BTP. The BTP data base system provided information on the numbers of referrals, timelines, and transitional agency. On-site review of ITP´s documents provided information regarding meeting participation and transitional plan servcies providers.

Analysis of Data

After the data had been collected the process of analysis was undertaken. The survey questionnaire data were summarized and analyzed for the total group and for each of the four agencies. This process was aided by the use of computer analysis program, Statistical Package for Social Science, SPSS. SPSS was used to tabulate and summarize data. Mean scores, percents, tabluation by item and agency were performed, as well as analysis of variance among agencies in regard to particular survey items.

A coding structure was constructed for the data based on the research questions. The coding structure contained a respondent identification number, agency, and region. Each of the items on the questionnaire was also grouped and coded. The Klonglan Scale coding consisted of forty items, ten for each of the four organizations. Each participant would therefore have responses to thirty items. (No response would be possible for interaction with one's own agency.) For example, "Are you acquainted with the director of DMR?", a yes response is codes one, and a no response a zero.

The next part of the questionnaire, the ten items assessing knowledge of Chapter 688, were coded in a similar manner. A zero indicated an incorrect response, a one indicated a correct response. Blanks and multiple responses were given a zero, incorrect, code.

The third part of the questionnaire was made up of forty items to determine the opinions and attitudes of the area directors toward several issues related to Chapter 688 and IOR. These items were coded; five (strongly agree), four (agree), three (neutral), two (disagree), and one (strongly disagree).

This coding structure was then used to code the data from the questionnaires onto UCC computer sheets. Each questionnaire was recoded and corrected to reduce the error factor. The information was then placed into an SPSS data file through a computer terminal and keyboard. The data were printed and checked against the hand coded UCC computer sheets. Corrections were then made in the data file. This data file was used for all data analysis.

The data for each part of the questionnaire was analyzed for the entire population, and for each subgroup or agency. The data from the Klonglan Scale were totaled and reported. Data on the number of participants, total affirmative and negative responses for each of the eight levels of IOR intensity were obtained. This information was also summarized for each of the agencies represented in the study.

The data for the second part, knowledge of Chapter 688, are also presented for the separate agencies as well as the total population. The total score for each agency on each item, as well as the mean score for all ten items, was determined. Analysis of agency knowledge on the various aspects of Chapter 688 was determined.

The attitude or opinion items of the questionnaire were arranged into four groups. These groups represent broad issues related to Chapter 688, IOR in general, IOR barriers, and motivation for IOR. The data were analyzed for the total population and the agencies and then were grouped into the categories mentioned above.

The document/historical data were analyzed to determine the referral patterns. The diversity of referring LEAs and the pattern of agencies receiving referrals are identified. Timeline summaries are presented, as are data on the accuracy of referrals. Individual Transition Plan´s were sampled and coded. Data were analyzed to determine the pattern of interorgainzational relationships being demonstrated at the ITP planning meetings, and in the services listed in the ITP.

The data which have been collected and summarized were also analyzed to address the final two questions posed in this research. Are there agency differences among the attitudes of the area directors? For example, do the attitudes of the area directors of MRC differ from those of DMR area directors.

The final question addressed is that of the relationship of the intensity of IOR reported in Klonglan Scale to the historical data collected from the BTP records.

A comparison of the responses in part I of the survey and the actual interaction reported in the BTP data are presented.

Limitations of the Study

This study has both general and specific limitations. In the broadest sense, the data collected are from a limited pool of participants in the Chapter 688 process. While the study describes the IOR among the "defined organizational domain", other organizations and individuals are involved in this transition process. If we are truly studying IOR within a system or environment, we must recognize the unnatural limitations we are creating by defining a domain. Nevertheless, the alternative is impractical and would result in uncontrolled, unmanageable data.

A more specific limitation of the study is a product of the population chosen. The local agency director was chosen for this study for good reasons: familarity with policy and implementation; liaison between local and regional agency hierarchy; and critical to local level IOR. Yet the teacher/case worker, the people who implement transitional programs, and the client/parent have not been involved in this study. The information they could provide would certainly add to our understanding of the interorganizational relationships in the transition process.

Other limitations of this study are a result of the instrumentation chosen for data collection. The Klonglan Scale has been determined to have some limitations when applied at the local level of interorganizational relationships. This study involves agency interaction of four different organizational groups within the Commonwealth, each of which is subdivided into approximately six regions. Although these are not considered district level organizations, neither are they highly localized. The comparison of the data from the Klonglan Scale to the historical data from the BTP may be reflective of this limitation and fail to show many of the informal, unreported linkages which take place in the Chapter 688 transition process.

The limitations described in this section are accepted as valid by this researcher. It is hoped that an improved understanding of organizational relationships in the implementation of transitional services in Chapter 688 is provided by this dissertation.

Summary

This chapter describes the methodology and design of this research. The research is a descriptive study of the interorganizational relationships (IOR) which occur as part of the implementation of a mandated policy for the transition of special needs students to adult human service agencies (Chapter 688). The description of the IOR is provided by survey questionnaire data, and historical data collected from a state agency, the Bureau of Transitional Planning.

The survey involves the local area directors of four organizations which form the domain of Chapter 688 interorganizational relationships. The local directors play a unique role in policy implementation. The survey provides information which describes the intensity of the linkages, the respondents knowledge of the policy Chapter 688, and the attitudes of the respondents.

The historical data collected from the BTP provides a description of the actual interorganizational relationships which are being reported through the Chapter 688 process. The data provided through a review of BTP documents are analyzed in relation to the survey data on IOR intensity, to compare the perceived versus the reported interaction. The data from the attitude survey are analyzed to determine if agency differences exist among the domain organizations with respect to IOR.

CHAPTER 4

DATA PRESENTATION AND RESULTS

Introduction

Chapter Four presents a summary of the results of the data collection phase. A summary of the data collected is presented first, followed by a discussion of the meaning of the data. This format is used for each part of the data methodology: questionnaire and document review. Additional conclusions and recommendations are presented in Chapter Five.

The following is a description of the data presented and discussed in this chapter. In addition, Table 1 (p. 94) presents the relationship between the data sources and the research questions.

1. Historical Document Data / Bureau of Transitional Planning

a. Chapter 788 Referral Statistics for FY88-

This includes data for all Chapter 688 referrals during FY88; referring agency, referral timeline, agencies processing referrals and, transitional agency assignment.

b. Individual Transition Plan, ITP

A summary of a sample of ITP data, for 1987 and 1988. This includes data on referring LEA (school district), agency convening ITP meeting, agencies paticipation in meetings, and agencies participation in the ITP services.

2. Survey Questionnaire Data

a. Population and Instrument

A description of the questionnaire, participants and response rate.

b. Responses to Chapter 688 questions.

These data provide information on a level of participant knowledge of ten basic elements of Chapter 688.

c. Klonglan Scale of IOR intensity.

A summary of Klonglan Scale responses which provides information on the intensity of interorganizational relationships among the four targeted agencies (DMR, DMH, MRC, LEAs).

d. Attitude/Opinion Issues

A summary of responses on the survey of respondent attitudes regarding specific issues involving interorganizational relationships.

Chapter 688 Referral Data

A key aspect to the interorganizational relationships among human service agencies in the transition of special needs youth is the Chapter 688 Transitional Law of the Commonwealth of Massachusetts. Chapter 688 legislates a referral process, an agency responsible for planning the transition, and the development of an individual transitional plan (ITP). The law requires interorganizational relationships among human service agencies.

The Bureau of Transitional Planning (BTP) oversees the implementation of Chapter 688, and maintains a data base of referrals, client eligibility, and ITP status. The data for this research included Chapter 688 information obtained from the BTP.

Table 1

Relationship between research question and data sources

Research question	Document Data	Questionnaire
What is the intensity of IOR in the Chapter 688 domain?	- BTP referrals - Transition meeting participation - ITP service participation	-Klonglan Scale Part I
Are local directors knowledgeable of Chapter 688 regulations?	-	-Chapter 688 Part II
What are the attitudes of local directors in regard to: a. Chapter 688 b. IOR c. Barrier to IOR d. Motivation for IOR	-	-Attitudes Part III 10 items 10 items 14 items 5 items
Are there significant differences among organizations in regard to these attitudes?	-	-Part III - Questionnaire
Do the data on IOR practice support the data on intensity reported by the area directors?	ITP review	-Klonglan Scale

The Chapter 688 process requires that a school system (LEA) refer potential clients to an appropriate adult human service agency. The school system should do this at least two years prior to the student terminating his/her special education program. The LEA needs to make an assessment as to which students are to be referred. (Not all special education students terminating Chapter 766 services are referred under Chapter 688.) The LEA also makes a decision as to which agency is appropriate to receive the referral. Guidelines for referrals are provided by the BTP to each LEA.

The BTP maintains a computerized data base of information relevant to Chapter 688 clients and referrals. A report format for the particular data for this study was developed and run for Fiscal Year 1988. The report includes the following items.

a. LEA making the referral

b. Date of referral

c. Date of special education termination

d. Referral agency

e. Transition agency

During FY88, one thousand three hundred and seventy four (1,374) Chapter 688 referrals were made by over two hundred and fifteen different LEAs throughout the Commonwealth. These referrals were made an average twelve months before special education termination.

Table 2 (p. 96) presents summary data on Chapter 688 referrals for the period July, 1987 to June 30, 1988, FY88. It indicates the number of referrals received by each of the agencies during the year.

Table 2

Chapter 688 Referral Patterns

Agency	# of referrals	% of total
DMR	628	45.7
MRC	335	24.4
DMH	218	15.9
BTP	67	4.9
DSS	35	2.6
MCB	33	2.4
PPH	28	2.0
MCDHH	25	1.8
Unknown	5	.3
Total	1374	100%

Table 3 (p. 97) presents information on the appropriateness of the referrals. A referral is considered to be appropriately directed if the agency receiving the referral from the LEA retains the client and becomes the official Chapter 688 "Transitional Agency". This indicates that the original referral decision was correct. Table 3 shows a comparison of the total number of referrals each agency received in FY88. It also gives the number (and percent) of these referrals which each agency retained for transition action.

Table 3

Referral Agency/Transitional Agency (TA) Comparison

Agency	#	TA#	TA%	Other	%	Unknown	
DMR	628	575	92%	35	5%	18	3%
MRC	335	248	74%	64	20%	23	7%
DMH	218	142	65%	31	14%	45	21%
BTP	67	0	0%	2	3%	65	97%
DSS	35	17	49%	13	37%	5	14%
MCB	33	30	91%	1	3%	2	6%
DPH	28	26	93%	0	0	2	6%
MCDHH	25	18	72%	0	0	7	28%
Unknown	5	0	0%	4	80%	1	20%
Total	1374	1056	77%	150	11%	168	12%

The final representation of data from the BTP referral report presents a review of referral timelines, the referral date in relationship to the special education termination date. Table 4 presents the number, and percent, of referrals made within particular time increments preceeding termination of special education services.

Table 4

FY88 Referrals and Timelines

Months prior to end of SPED service	# of referrals	% total
24+	165	12%
21-23	68	5%
16-20	212	15%
13-16	258	19%
9-12	247	18%
5-8	177	13%
0-4	169	12%
0	78	6%
	1374	100%

The data reported on the number and pattern of Chapter 688 referrals indicate that referrals are being sent from all parts of the Commonwealth. Over two hundred different local special education departments made referrals.

Although there are over three hundred separate school districts within the Commonwealth, not all are expected to make Chapter 688 referrals. Secondary level regional school districts often have responsibility for making referrals for member towns. Students attending collaborative and private school may fall under the jurisdiction of the regional district or the member district. No state-wide policy exists in this area. A review of all of the local education authorities, LEA, indicates that approximately 252 have secondary level programs and therefore would need to be familiar with the Chapter 688 referral process. It is also possible that a relatively small school district may not have had any students to be referred during FY88, the period during which the data were collected. In general, referrals are made by a great number of LEA from all regions of the Commonwealth.

A referral can be sent to one of seven different adult human service agencies. These agencies are listed, and their services described, in Chapter 688 training materials. Table 2 (p. 96) indicates the number of referrals received by each of these agencies. The Department of Mental Retardation, Massachusetts Rehabilitation Commission and Department of Mental Health received 86 percent of the Chapter 688 referrals in FY88. The Bureau of Transitional Planning, BTP, received 5 percent of the referrals. Each LEA is encouraged to make a determination of the correct referral agency. If the LEA representative is unable to make this determination, the referrals are sent to the BTP. The statistics in Table 2 (p. 96) indicate that LEAs make this determination in 95 percent of the referrals. Only one in twenty, five percent, are sent to the BTP.

Table 3 (p. 97) provides data to assess the appropriateness of the Chapter 688 referrals. The referrals can be considered appropriate if the agency receiving the referral becomes the transition agency, the agency responsible for planning the transitional program. A relatively high number, seventy-seven percent, of the agencies receiving the referrals remained involved as the transitional agency. However, these data may underrepresent the actual number of appropriate referrals because the transitional agency was undetermined in eleven percent of the cases at the time of data collection.

Timelines for Chapter 688 referrals call for a referral "two years prior to termination of special education services". During FY88 twelve percent of the referrals were made two years in advance. Sixty-nine percent were made nine months or more before termination of Chapter 766 services. Approximately six percent of the referrals were made after the student had completed special education services (see Table 4, p. 98).

These figures may or may not be indicative of major problems with the Chapter 688 timeline regulations. The law went into effect in the spring of 1984. The development of regulations and guidelines, as well as the initial training programs, occurred during the following fiscal year, FY85. The data from the FY88 report include clients who should have been referred as early as July 1985. This would have been in the early stages of the Chapter 688. In addition, students may have elected to leave school prior to the planned special education termination date. These students may not benefit from the full two year planning period.

Yet, the data indicate that referrals are not being made two years in advance of needing services, as only twelve percent meet this mandated standard. Regardless of the reasons, vast improvement in these figures should be reflected in future years if students/agencies are to have adequate planning time for transitional services.

Transitional Plan Data

Bureau of Transitional Planning, BTP, resources were also used to obtain data regarding the transitional meeting and the individual transition plan, ITP, both key requirements of Chapter 688 legislation and indicative of interorganizational relationships in practice.

The BTP maintains an alphabetized file of approved ITPs. A sampling procedure, selection of every ninth ITP, yielded a total number of 360 ITPs. The following information was recorded for each ITP sampled:

a. LEA

b. transitional agency

c. number of meeting participants

d. number of ITP service participants

A total of 143 LEAs were represented as referring agencies in the sample taken. Table 5 gives the breakdown of the six transitional agencies represented in this sample of ITPs. It indicates the number of ITP meetings convened by each agency. (The transition agency is responsible for convening the ITP meeting and writing the ITP).

Table 5

ITP Meetings Convened by Each Transition Agency

Agency	# of ITP	% of total
DMH	158	44
DMR	115	32
MRC	76	21
DSS	3	1
DPH	3	1
MCB	5	1
Total	360	100%

Table 6 (p. 103) presents the frequency of single and multiple agency (2,3 or 4) participation in ITP meetings held by each transition agency. This information provides insight into the frequency of joint meetings (a form of IOR) being attended by various agencies.

Table 6

Frequency of Single/Multiple Agency Participation at ITP Meetings - Total and by Transition Agency

# of agencies attending	Total n	Total %	DMH	DMR	MRC	Other
1 (only TA)	129	36%	57	30	36	6
2	171	48%	78	69	24	0
3	55	15%	21	15	15	4
4	5	1%	2	1	1	1
	360	100%	158	115	76	11

Table 7 provides data similar to that in Table 6. It shows a breakdown of the frequency of single/multiple agency participation in the services listed in the individualized transitional plans developed by each transition agency.

Table 7

Frequency of Single/Multiple Agency Participation in Transition Plan Services - Total and by Transitional Agency

# of agencies in plan	Total n	Total %	DMH	DMR	MRC	Other
1	249	69%	113	82	47	7
2	102	28%	41	32	26	3
3	9	3%	4	1	3	1
4	0	0%	0	0	0	0
	360	100%	158	115	76	11

The data from the review of a sample of approximately three hundred and sixty individual transition plans describe the interorganization relations, IOR, which are formalized in the Chapter 688 transition process. Again, the three agencies primarily involved as transition agencies in the ITP process are DMH, DMR, and MRC. These three agencies were responsible for 97 percent of the ITPs sampled. The number of different agencies taking part in planning transition services are represented in Table 6. Thirty-six percent of the individual transition plans (ITP) meetings are conducted by a single agency. In an additional 48 percent of the ITP meetings only two agencies are in attendance, often representing only the referring agency and the transition agency.

These data do not support a high rate of interorganizational relationships formalized in the Chapter 688 planning process. Chapter 688 encourages a school and agencies to jointly plan the ITP. A minimum of two agencies (school and adult human service agency) should be at the ITP meeting. These data do not, however, take into account agency participation in Individual Educational Plan (IEP) meetings and any informal exchange which may occur. Yet, certainly more interaction among agencies is needed.

The ITP data (Table 7, p. 103) reflect a similar absence of formal interrelationships among the agencies. In sixty-nine percent of the ITPs written, only a single agency, the transition agency, is providing services. In merely three of ten cases are more than one agency providing transition services. Chapter 688 does not require IOR in providing services, but joint programming would be a reasonable expectation given an effective interorganizational planning process.

Questionnaire Data

In addition to the historical/document data collected from the Bureau of Transitional Planning regarding Chapter 688 transitional referrals, and Individual Transition Plan, (ITP) development, data were collected through a survey questionnaire instrument.

The survey instrument consisted of a three part questionnaire: knowledge of Chapter 688, the Klonglan Scale of interorganizational intensity, and attitudes toward interorganizational issues.

The survey was completed by the local area director (the chief manager/administrator at the service provider level) of the four key organizations involved in the Chapter 688 transition process. A review of the data provided in Table 2 (p. 96) indicates that these key organizations are the Department of Mental Health, the Department of Mental Retardation, and the Massachusetts Rehabilitation Commission. The fourth organization is the referring agency, the LEA special education department (Sped). Local service center directors (DMR), area directors (MRC and DMH) and special education directors were asked to complete the questionnaire. Table 8 (p. 106) provides a breakdown of the population/sample and response rate for each group.

The questionnaire was mailed to each area/local service director of the three adult human service agencies. The central office of each agency supported the research by providing current directors' names and addresses, and by providing a letter of support. A second mailing and/or phone follow-up assisted in obtaining a high rate of response.

Table 8

Questionnaire Participants and Response Rate

Agency	N	n	Rate	% of total
Sped	30*	30	X	27%
DMH	29	24	83%	22%
DMR	26	26	100%	24%
MRC	29	29	100%	27%
Total		109		100%

* a stratified random sampling procedure was used for the Sped group

Knowledge of Chapter 688

A ten-item multiple choice questionnaire was developed from basic Chapter 688 information. This was included in the questionnaire to ensure that the participants had at least a minimal knowledge of Chapter 688. The items are listed below with the correct response in quotation marks.

1. Chapter 688 is well known as "the turning 22 law".
2. The initial Chapter 688 referral is made by "the local school district".
3. The Chapter 688 written document describing the client/student transition program is the "ITP".
4. The agency which oversees the implementation of Chapter 688 is "BTP".
5. Chapter 688 regulations state that a client/student is eligible for C688 services if "he/she is unable to work 20 hours/week".
6. The individual's plan for transition is written by "an identified human service agency".
7. Inappropriate C688 referrals should be "sent to the central overseeing office".
8. Automatic eligibility for C688 services is for those "receiving SSI/SSDI services and/or registered with the Commission for the Blind".
9. A C688 referral should be made "2 years prior to leaving special education".
10. Those services listed in the individual's C688 document can be "subject to appeal and to appropriations, and provided by several agencies".

Tables 9 and 10 present the summary data of the responses to these items. This information was obtained by using the coded data file of responses and the descriptive variable, frequency, and crosstabs operations from the SPSS program.

Table 9

Chapter 688 Correct Responses - Total and by Agency

688 Item	Total -	%	Sped -	%	DMH -	%	DMR -	%	MRC -	%
1	107	98	29	97	23	96	26	100	29	100
2	104	95	30	100	21	88	25	96	28	97
3	99	91	22	73	23	96	26	100	28	97
4	98	90	24	80	23	96	26	100	25	86
5	55	50	17	57	7	29	13	50	18	62
6	103	94	26	87	23	96	25	96	29	100
7	60	55	7	23	14	58	20	77	19	66
8	47	43	13	43	9	38	13	50	12	41
9	108	99	30	100	23	96	26	100	29	100
10	98	90	26	87	20	83	25	96	27	93

Table 10

Agency Totals - Mean Correct Responses

Agency	Mean	# below 6.00	N
Sped	7.47	2	30
DMH	7.75	2	24
DMR	8.65	0	26
MRC	8.41	1	29

These data also provide a means of determining if variability exists in agency knowledge. It pin-points areas for future Bureau of Transitional Planning, BTP, training.

The scores on the "knowledge of Chapter 688" indicate that area/local service center directors have a good knowledge of the basic components of Chapter 688. Many of the items were correctly responded to by over 90 percent of the respondents. The only items which presented any difficulty were items five, seven and eight, with approximately 50 percent scoring correct response. These questions involve eligibility for services, and inappropriate Chapter 688 referrals. This indicates a need to emphasize these areas in future Chapter 688 training.

The relatively poor number of correct responses on the three items noted above should not overshadow the high rate of correct responses to this part of the questionnaire. This indicates that the respondents are familiar with:

1. What Chapter 688 is called.
2. Who makes the referral
3. The individual transition plan (ITP)
4. The overseeing bureau, Bureau of Transitional Planning (BTP)
5. Role of the transitional agency
6. Referral timelines
7. Nature of Chapter 688 services

Table 11 (p. 110) presents key data related to the differences among agencies in terms of responses to items on this part of the questionnaire. Agency mean correct responses for items 3,4,5,7,8 are presented, as well as analysis of variance as determined by the F probability. Agency responses on the other items showed little variability.

Table 11

Agency Mean Correct Responses and F Probability

Item	Mean - Sped	DMH	DMR	MRC	F Probability
3	.7333	.9583	1.0000	.9655	.0010*
4	.8000	.9583	1.0000	.8621	.0562
5	.5667	.2917	.5000	.6207	.0952
7	.2333	.5833	.7692	.6552	.0002*
8	.4333	.3750	.5000	.4138	.8439

* - indicates a statistically significant variance.

The Tukey test for "meaningful significant difference" was applied to item three and seven. It indicates a statistically significantly lower score for Sped directors on item 3 (ITP), and item 7 (routing inappropriate referrals). Both of these items are agency activities, and not done by LEAs. No other statistically significant inter-group variance was noted among the agencies or items, although LEA directors and DMH directors scored lower than their peers in DMR and MRC.

Klonglan Scale of IOR Intensity

The questionnaire also consisted of the Klonglan Scale. This eight item scale is intended to provide a measure of interorganizational intensity. The scale provides a hierarchy of intensity from simple awareness of another organization, to formal written agreements with other organizations. Table 12 provides a summary of responses to each item of the Klonglan Scale. The one hundred and nine participants responded to each item for the other three organizations. This results in a maximum of 327 (109 x 3) responses for each item. SPSS crosstabs and frequency procedures were employed for this data summary.

Table 12

Responses to the Klonglan Scale - Totals by Item

Item	# of Yes	%	No	%	Total
1 Awareness	322	99%	4	1%	326
2 Acquaintance	275	85%	49	15%	324
3 Interaction	243	75%	81	25%	324
4 Infomation Exchange	196	60%	128	40%	324
5 Resource Exchange	183	58%	135	42%	318
6 Overlapping Boards	86	26%	239	74%	325
7 Joint Programs	217	67%	106	33%	323
8 Written Agreements	184	58%	134	42%	318

Table 13 gives the percent of positive responses for each item by respondents´ agency. It should be noted that in both Table 12 and Table 13 (p. 112) the percent of agreement decreases for items one through six.

Table 13

Klonglan Scale - Percent "Yes" Responses by Agency

Item		Sped	DMH	DMR	MRC
1	Awareness	97.5	100	100	97.5
2	Acquaintance	82.3	90.5	85.4	81.0
3	Interaction	70.9	77.4	77.8	73.8
4	Information Exchange	54.4	76.4	73.1	73.6
5	Resource Exchange	32.2	69.4	55.1	41.4
6	Overlapping Boards	21.5	37.6	26.8	19.0
7	Joint Programs	56.4	76.2	69.5	65.8
8	Written Agreements	58.4	65.5	61.3	45.5

The Klonglan Scale is intended to provide an idea as to the level of intensity of IOR. The use of the Klonglan scale in this questionnaire was not totally compatible with the original work of Klonglan. The scale was used by Klonglan to identify and compare the intensity of IOR for three hierarchical levels within organizations, the state, district and county levels. The patterns of responses do not identically match the theoretical order which was presented by Klonglan (Klonglan, 1976). The results of this application of the Klonglan scale do not fully match any of the empirical orders of IOR intensity suggested by Klonglan. This could be attributed to the application of the scale to the "area office" organizational level, which is neither a county nor district level. It could be attributed to the application across district organizations rather than across different hierarchical levels of an organization. Or, it could be attributed to the specificity of focus of the questionnaire, a focus on transition and Chapter 688. Nevertheless, it is important to compare the results of this questionnaire to the theoretical "level of intensity" ordering done by Klonglan as much of the data are congruent with the research.

The results of this application of the Scale match the theoretical ordering proposed by Klonglan in the first three items awareness, acquaintance, and interaction. Resource exhange and information exchange also appear to be appropriately ordered in the responses patterns. Furthermore the item on overlapping boards is ranked below both information exchange and resource exchange in frequency of response, which is consistent with Klonglan's research.

The major departure from the research presented in both theoretical and empirical ordering is in the frequency of joint programs and written agreements. The frequency is rated at essentially the same level as information and resource exchange. This may be attributed to the perception that Chapter 688 is a written agreement, rather than that written agreements have originated at the local level. The organizational level at which the joint programming and written agreements originate should be added to similar applications of the Klonglan Scale.

Although the results of this research do not identically match the patterns predicted by Klonglan, the scale does have application in assessing the level or intensity of interorganization relationships among the four target organizations: Special Education, the Department of Mental Health, the Department of Mental Retardation and the Massachusetts Rehabilitation Commission. Within the agency area offices, the service provider level, there certainly is a very high (99 percent) degree of mutual awareness. The area directors also have a high level of acquaintence with each other (85 percent). Director interaction is reported by 75 percent of the respondents. Information exchange occurs in 60 percent of the organizations, and resource exchange in 58 percent. Joint program are reported by 67 percent of the respondents, and written agreement by 58 percent. Overlapping boards are relatively infrequent being reported by only one in five area directors.

A review of the results of this part of the questionnaire indicate a higher level of interaction than is ordinarily present among organizations. This is to be expected due to the nature of this research project and choice of the agencies. The agencies were selectd because each has a role in Chapter 688 if only to exchange client information.

Attitudes toward IOR Issues

The third part of the questionaire consisted of forty items to determine the respondents´ attitudes to key aspects of interorganizational relationships, IOR. The respondents were asked to rank each item on a scale of strongly agree (5), agree (4), neutral (3), disagree (2) and strongly disagree (1). The data from this part of the survey provide the means to determine respondents´ attitudes on specific items within four broad areas: Chapter 688, IOR in general, barriers to IOR, and motivation for IOR. Table 14 lists the items which are grouped within each of the four broad areas.

Table 14

Item/Area Comparison - Attitude Items

Area	Item Number
Chapter 688	5,11,12,16,22,26,27,30,31,36
IOR	1,2,4,7,9,18,25,37,38,40
Barrier to IOR	3,8,10,15,17,19,20,24,28,29,32,33,34,39
IOR Motivation	6,13,14,21,35

A more detailed presentation of the results of the attitude questionnaire items accompanied by a discussion of each item is presented in the following pages. The items are presented in the four general categories noted above: Chapter 688, interorganization relations, barriers to IOR, and motivation for IOR. A review of frequency distribution for each of the agencies, and analysis of variance procedures provided information on intergroup differences in attitudes.

Chapter 688 - Attitudes

The first area presented is that of Chapter 688. Ten attitude items addressed Chapter 688, the Commonwealth of Massachusetts Transition legislation. The statements reveal the opinions of the respondents toward Chapter 688´s role in IOR, the client base, and the appropriateness of the primary components of Chapter 688. Table 15 provides a description of each item specific to Chapter 688, including the participant responses.

In regard to Chapter 688´s role in IOR, less than half of the respondents agreed (SA or A) with the statement that Chapter 688 has improved agency cooperation (Item 22). LEA and DMR directors were stronger in their agreement with item 22, and in their disagreement (D or SD) with item 31, than their peers in DMH and MRC. Yet, only 13 percent agree that it has inhibited IOR (Item 31). It may be that respondents are unsure of the role Chapter 688 has played in facilitating IOR, but neither do they see it as a barrier.

The results of the questionnaire items 5 and 16 present an interesting point for discussion regarding eligibility, or those who should be referred for services. When asked if Chapter 688 should be limited to severely disabled persons, respondents feelings are fairly equally divided.

Table 15

Summary of Chapter 688 Attitude Items

Item

5. Chapter 688 should be limited to severly disabled persons.
SA - 17% A - 28% N - 12% D - 31% SD - 12%

11. The Chapter 688 appeal process is fair to clients.
SA - 3% A - 34% N - 58% D - 5% SD - 0%

12. Chapter 688 transition plans are often unrealistic.
SA - 7% A - 22% N - 22% D - 43% SD - 6%

16. Chapter 688 services should be available to all handicapped individuals.
SA - 9% A - 30% N - 13% D - 38% SD - 10%

22. Agency cooperation has improved as a result of Chapter 688.
SA - 3% A - 38% N - 37% D - 17% SD - 5%

26. Chapter 688 referral timelines provide adequate time for planning services
SA - 15% A - 68% N - 7% D - 8% SD - 2%

27. Chapter 688 eligibility criteria is appropriate.
SA - 4% A - 67% N - 14% D - 13% SD - 2%

30. The Chapter 688n transitional plan lists appropriate services.
SA - 3% A - 64% N - 18% D - 14% SD - 1%

31. Chapter 688 has inhibited interorganizational relations by creating another level of bureaucracy.
SA - 4% A - 9% N - 28% D - 54% SD - 5%

36. Chapter 688 referral information on clients is helpful.
SA - 5% A - 72% N - 15% D - 6% SD - 2%

Approximately 45 percent agree, with 42 percent disagreeing with this statement. Here again, LEA and DMR respondents disagreed more strongly with tightening eligibility. In response to a similar item (#16) "Chapter 688 services should be available to all handicapped individuals," the individuals," the breakdown was 40 percent in agreement and 48 percent in disagreement. This indicates an important difference in opinion which should be investigated further.

On the other Chapter 688 items, we find the respondents' attitudes toward the appropriateness of implementation aspects of Chapter 688. These are referral timelines, referral information, eligibility criteria, the individual transition plan, and the appeal process. Generally respondents feel the referral timelines provide adequate time for planning services. Eight-three percent of the respondents agreed with this statement (Item 26). LEA personnel responses are significantly more favorable toward this item. The LEA is responsible for the referral, and not the transitional planning. Referral information on clients is also believed to be "useful" as almost eight of ten were in agreement with this statement (Item 36). MRC area directors responded more positively than others to this item. The eligibility criteria applied to referrals also achieved a favorable response as seventy-one percent agreed that "criteria is appropriate". The individual transition plan, ITP, is the critical aspect of the Chapter 688 process. On two contrasting items (30 and 12), approximately 70 percent of the respondents indicate that the ITP is appropriate and not unrealistic. The final item involving an aspect of Chapter 688 implementation was item 11. The Chapter 688 appeal process is fair to clients.

Approximately 60 percent responded ´neutral´, with 37 percent in agreement. This is an indication of the few appeals which actually occur, and respondents´ lack of experience with the process. LEA directors were weaker in agreement, yet it should be noted that they do not take part in the appeal process.

In summary, most respondents (over 70 percent) agree that the referral process, eligibility criteria and ITP are appropriate. There is some ambivalence as to the effect Chapter 688 has on agency interrelationships. Disagreement does exist in terms of eligibility and who should be referred under Chapter 688.

Interorganization Relationships IOR - Attitudes

The second broad category addressed in the attitude items is that of the respondents´ attitudes toward IOR. The key organizations´ area directors were asked to respond to ten items which describe their attitudes toward IOR in relation to providing human services in the transition process. Table 16 provides a description of items specific to IOR attitudes, including a summary of participant responses.

Table 16

Summary of IOR Attitude Items

Item					
1.	Interorganizational relationships are essential in meeting client needs in today´s world.				
	SA - 76%	A - 20%	N - 2%	D - 2%	SD - 0%
2.	Working with other agencies makes it more difficult to provide services.				
	SA - 2%	A - 15%	N - 13%	D - 39%	SD - 31%
4.	We should try to develop more joint programs for meeting client needs.				
	SA - 42%	A - 46%	N - 7%	D - 4%	SD - 1%
7.	Organizations in the transition process usually agree on very little.				
	SA - 2%	A - 7%	N - 14%	D - 65%	SD - 12%
9.	I think interorganizational relations have real value among human service workers I know.				
	SA - 29%	A - 50%	N - 11%	D - 5%	SD - 5%
18.	Cooperation is the best term to describe the relationship aomng transition organizations.				
	SA - 6%	A - 53%	N - 23%	D - 15%	SD - 3%
25.	Quality interorganizational relations result in improved services and cost savings.				
	SA - 30%	A - 50%	N - 14%	D - 6%	SD - 0%
37.	Organizations are more competitive than cooperative.				
	SA - 2%	A - 12%	N - 24%	D - 60%	SD - 2%
38.	I don´t see the need for a great deal of interorganizational relations on transition issues.				
	SA - 0%	A - 3%	N - 12%	D - 58%	SD - 27%
40.	There is a good deal of underlying conflict in our relationships with other organizations.				
	SA - 4%	A - 18%	N - 24%	D - 43%	SD - 11%

The vast majority (96 percent) agree that "IOR are essential in meeting client needs in today´s world" (Item 1). Less than three percent "don´t see a need" (Item 38) for IOR. The respondents also believe their peers share their feelings on the value of interorganizational relationships. Eight percent think IOR have "real value among human service workers I know" (Item 9).

When asked if working with other agencies makes it more difficult to provide services, 16 percent agreed; while 81 percent think quality IOR result in improved services and cost savings (Item 25). In fact, almost nine out of ten (88 percent) think there should be "more joint programs" developed (Item 4).

Interorganizational relationships are seldom entirely neutral. IOR can be cooperative, highly competitive, or frought with conflict and disagreement. About 60 percent of the respondents would characterize cooperation as the best term to describe IOR among transition organizations (Item 18); although LEA directors are less likely to use cooperation than are their peers. Only 13 percent feel the "organizations are more competitive than cooperative (Item 37). One in five would agree that there is a good deal of underlying conflict in these relationships (item 40). MRC had significantly fewer respondents pointing to conflict in the relationships, as 75 percent disagreed with the statememt. But, only 9 percent of area directors feel that "organizations in the transition process usually agree on very little" (Item 7).

In summary, interorganizational relationship (IOR) are important in the minds of the respondents. They feel that IOR are also important to their peers. Interorganizational relationships result in improved services and cost savings. Most respondents think that more joint programs should be put into place. Competition, conflict and disagreement are not thought to be common in IOR, in the transition process, yet only 60 percent would use the term cooperation to describe these IOR.

Motivation for IOR - Attitudes

An attempt was made to reveal the attitudes of the respondents toward the motivation behind interorganizational relationships using some of the theory presented in Chapter 2. Exchange Theory, resource-dependency, political-economy, voluntary versus mandate exchange were the subject of five attitude items in this section. Table 17 provides a summary of the responses of the questionnaire participants to the items related to motivation for IOR.

Thirty-eight percent of the respondents think the best approach to IOR is a strong top-down policy, while 34 percent disagree with the statement (Item 35). Sixty percent disagree that "IOR should be left to informal contacts without many regulations" (Item 13). Sixty-seven percent feel "voluntary exchange for mutual benefit" best describes their interorganizational relationships (Item 14), while approximately 53 percent think the organization with

Table 17

Summary of Motivation for IOR Items

Item					
6.	The organization with the most political power gets the most resources.				
	SA - 12%	A - 41%	N - 23%	D - 19%	SD - 5%
13.	Interorganizational relationships should be left to informal contacts without many regulations.				
	SA - 5%	A - 20%	N - 15%	D - 44%	SD - 16%
14.	Our interorganizational relationships can best be described as voluntary exchange for mutual benefit.				
	SA - 9%	A - 59%	N - 7%	D - 21%	SD - 4%
21.	The organization with the most resources gets to make the decisions.				
	SA - 1%	A - 24%	N - 27%	D - 46%	SD - 2%
35.	The best approach to organization cooperation is a strong top-down policy.				
	SA - 11%	A - 28%	N - 27%	D - 24%	SD - 10%

the most political power gets the greatest resources (Item 6). Only 25 percent feel that these resources are related to the power of decision making.

These items appear to present incomplete, if not conflicting, information. Respondents would seem to want some top-down policy for interagency cooperation rather than leaving it to non-regulated informal contacts. Yet they describe their own relationships in terms of "voluntary exchanges". Political power, while helpful in obtaining resources, does not appear to influence decision-making power. These responses are at least partly inconsistent with the theoretical perspectives presented on the motivation for IOR in Chapter 2.

Barriers to IOR - Attitudes

The final area of attitude items cluster around the issues of barriers to interorganizational relationships. The specific barriers were identified from the literature review of the facilitators and inhibitors of interorganizational relationships. Table 18 (p. 125) provides a summary of the responses of the questionnaire participants to the items related to IOR barriers.

The following barriers are included in these fourteen items:

	Issue/Barrier	Item
1.	Lack of common goals	39,33
2.	little knowledge of others	28,24
3.	Poor reputation and trust	3,32
4.	Internal structure barriers	34
5.	Autonomy loss	8
6.	Information exchange problems	15,17,20
7.	Funding issues	10,19,29

In questionnaire item 39, respondents were asked if all organizations in the transition process have a common goal. Only about half (51 percent) agree with this statement. When asked how much they know about what other organizations do in the transition process (item 33), about the same number (52 percent) are clear about other agencies´ goals. Respondents from the LEAs and DMR were significantly less

Table 18

Summary of Barriers to IOR Items

Item						
3.	I think most transition organizations have a good reputation among fellow organizations.					
		SA - 2%	A - 37%	N - 31%	D - 25%	SD - 5%
8.	Working with other agencies takes away from my autonomy.					
		SA - 0%	A - 6%	N - 6%	D - 52%	SD - 36%
10.	Considerable funding goes unused because it is difficult to access.					
		SA - 3%	A - 14%	N - 20%	D - 46%	SD - 17%
15.	Referral information is exchanged in a timely fashion.					
		SA - 7%	A - 44%	N - 17%	D - 29%	SD - 3%
17.	Much of the information we receive from other organizations is not useful.					
		SA - 5%	A - 13%	N - 20%	D - 57%	SD - 5%
19.	Funds for transition services are sufficient.					
		SA - 0%	A - 3%	N - 9%	D - 28%	SD - 60%
20.	There is too much inconsistency in the terms we use.					
		SA - 8%	A - 34%	N - 39%	D - 19%	SD - 0%
24.	Other organizations´ staff should know more about my organization.					
		SA - 20%	A - 59%	N - 15%	D - 6%	SD - 0%
28.	We need to know other organizations´ staff better.					
		SA - 9%	A - 64%	N - 19%	D - 8%	SD - 0%
29.	Funds are well coordinated among organizations.					
		SA - 0%	A - 10%	N - 36%	D - 39%	SD - 15%
32.	I have a sense of confidence and trust in other transition agency directors.					
		SA - 6%	A - 50%	N - 30%	D - 12%	SD -2%
33.	I am clear about what other organizations do in the transition process.					
		SA - 5%	A - 47%	N - 25%	D - 20%	SD - 3%
34.	My organization´s internal structure facilitates IOR.					
		SA - 12%	A - 61%	N - 18%	D - 8%	SD - 1%
39.	All organizations in the transition process have a common goal.					
		SA - 5%	A - 44%	N - 19%	D - 28%	SD - 3%

confident in their understanding of the goals of other agencies. This may explain the pattern of the response on item 39, goal consensus.

There was considerable agreement to two items (28 & 24) which would reflect that these organizations need to learn more about each other. Seventy-nine percent agree other agencies should know more "about my organization". A slightly less intense pattern of agreement was evident in the need to "get to know other organizations" better, with 73 percent in agreement.

Confidence and trust in other organizations is necessary if IOR is to be effective. The majority of the respondents responded in either neutral or in agreement to the statement indicating they have trust in other agency directors (item 32). The statement "I think most transition organizations have a good reputation among fellow organizations" yielded a less affirming response with only about 40 percent in agreement (item 3). This most basic condition for interrelationships, trust, should be more substantially evident. The agency with the lowest scores on both of these items was the LEA, indicating the least positive feeling toward harmony among agencies. DMR had similar responses on item 3 "reputation among peers".

The majority of those surveyed (73 percent) indicated that their organization´s structure facilitates interorganizational relationship. This would seem to indicate that they do not see a bureaucratic barrier to IOR. The issue of "loss of autonomy" appears to be relatively insignificant barrier as almost 90 percent do not believe that working with other "agencies takes away from my autonomy".

Information exchange is a key to IOR which focuses on client services. About half of the area directors agree that information is shared in a timely fashion (item 15). About one in six feel the information is not useful (item 17). And, a greater number, 42 percent, believe too much inconsistency exists in the terminology we use.

The last of the barriers to IOR considered in this questionnaire involve those of funding. Does funding exist? Is it accessible? Is it coordinated among agencies? The responses to these three items indicate that the area directors overwhelmingly feel that funding is not sufficient (97 percent). They do not, however, believe that existing "funds go unused because they are difficult to access", as only 16% agree with this statement. Coordination of funding may indeed be a problem as only 10 percent of the respondents feel "funds are well coordinated among agencies" (item 29). MRC directors indicated the least concern for these two funding issues, although they did agree that the level and coordination of funding needs to improve.

In summary, the fourteen items on this questionnaire which address the common barriers to interorganizational relationships provide data which prioritizes the most evident barrier in the transition process. The issues of loss of autonomy, accessing of available funds, and organizational structure do not appear to rate high as barriers to IOR. The clarity, usefulness and timeliness of the information exchanged is not a major barrier, but neither is there a great deal of satisfaction with the information provided.

The need for each agency to learn more about the other is agreed to by a relatively high number of respondents. Perhaps if this were done trust among organizations would improve and the reputations of each agency would improve. Greater uniformity and clarity of organizational goals in the transition process is also indicated as a barrier to effective IOR. The barrier to IOR which received the greatest agreement among respondents involves the quantity and coordination of funds.

Summary

Chapter Four contains a summary of the methodology used in this research. The data from document review, and questionnaire data are presented and summarized. A discussion of the meaning of the data is also presented. Chapter Five provides a summary of this dissertation, and presents conclusions and recommendations.

CHAPTER 5

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Chapter Five is divided into three main sections. The first section presents a summary of the research questions, methods, and results. The second section goes beyond the data analysis and draws conclusions to the research questions. Lastly, section three contains recommendations for future research as well as suggestions for improving interorganizational relationships in the Chapter 688 process.

Summary

The focus of this research is on the interorganizational relationship among schools and public human service agencies in facilitating the transition of handicapped students to adult human services. This research describes the interaction of these organizations from the perspectives of interorganizational relationship, IOR, theory.

Interorganizational relationships develop from the need of an organization to meet its goals within a complex social/organizational environment. Organizations which serve the transition needs of handicapped students must interact within a particular organizational domain. The organizational domain of interaction studied in this research is that which is primarily responsible for the implementation of Chapter 688. Chapter 688, mandate of the Commonwealth of Massachusetts, describes a transition process and involves interorganizational relationships in client referrals, service planning, and service provision. The four key organizations involved in the Chapter 688 organizational domain are: the local education authority (LEA) special education department, Sped, the Department of Mental Health, DMH, the Department of Mental Retardation, DMR, and the Massachusetts Rehabilitation Commission, MRC.

The description of the IOR among these organizations is a product of the review of the literature regarding IOR theory. The literature on organizational domain (Trist, 1983), and exchange theory (Hall, 1977) provide a foundation for this research. The literature on the models of IOR described by: Whetten (1981), Loughran (1982), Neugebaren (1985), and Klonglan (1976) suggest a variety of levels of interaction. In addition, the literature on IOR in the transition process describe a series of barriers which need to be overcome to achieve positive interrelationships. This study focuses on the questions of the level or intensity of the relationships, the respondents´ knowledge of Chapter 688, and the attitudes or opinions of the local area directors (managers of policy implementation at the service provider level) on IOR issues in the transition process.

The theory and literature also was critical to the development of the methodological approach employed.

The research questions addressed in this study are:

1. What is the intensity of IOR in the Chapter 688 organizational domain?
2. Are local area directors knowledgeable of the basic Chapter 688 regulations?
3. What are the attitudes of local area directors in regard to:
    a. Chapter 688
    b. IOR in general
    c. Barriers to IOR
    d. Motivation for IOR
4. Are there significant differences among the organizations in regard to these attitudes?
5. Does a correlation exist between IOR practice in Chapter 688 and the intensity of IOR reported by area directors?

The methodology used to gather data included document review and a questionnaire survey. Document review consisted of recording data from Chapter 688 individual transition plans, ITPs, and gathering referral data from the Bureau of Transitional Planning (BTP) information data base. This provides information on interorganizational relationships in practice, as demonstrated in Chapter 688 implementation. The questionnaire was sent to a population of four key agencies' area directors. The questionnaire contained three parts: intensity of IOR (Klonglan Scale), knowledge of Chapter 688, and attitudes toward IOR issues (Chapter 688, IOR in general, IOR motivation and IOR barriers). A summary of the results of this research follows.

The information from the BTP data base report indicated that the organizations taking part in the questionnaire phase of this study are involved in 85 percent of the Chapter 688 referrals. The Department of Mental Retardation received the highest rate of referrals (46 percent), or six hundred and twenty eight, during fiscal year 1988, FY88. MRC received 24 percent and DMH 16 percent of the referrals during this period. In terms of mandated referral timelines, only twelve percent of the referrals made during FY88 were accordance with Chapter 688 guidelines (24 months prior to the termination of special education services). Fifty-one percent were made a year or more prior to the end of education services. Timelines are not rigidly adhered to in this process. Lastly, seventy-seven percent of the agencies receiving referrals became the transition agency. This indicates that referrals are being made to appropriate agencies.

The review of ITP data provides examples of the frequency of IOR activities (joint planning meetings and program collaboration). ITP document review indicates that a majority (78 percent) of the plans are developed by DMH or DMR . In thirty-six percent of the ITPs sampled, only one agency was represented at the meeting. Almost seven out of ten ITPs involve only one service provider. A relatively low frequency of interorganizational relationships are demonstrated in Chapter 688 practice.

The survey questionnaire involved three distinct parts. One part, knowledge of Chapter 688, indicates a sound basic knowledge of Chapter 688 by a majority of the respondents. The mean correct score in the ten item section is over eight. Only five of the one hundred and nine respondents scored below six.

The part of the questionnaire which determines the perceived level or intensity of IOR, the Klonglan Scale, indicates high levels of awareness, aquaintance and interaction. Moderate levels of information exchange, resource exchange, written agreements and joint programs were reported. Infrequent use of overlapping boards was indicated by the respondents.

The final section of the questionnaire contained forty attitude/opinion items. These provide insight into the attitudes of area directors toward components of Chapter 688, IOR in general, motivation for IOR, and the barriers to IOR. These items represent many of the themes which reoccur in the literature on interorganizational relationships in transition programs serving the handicapped.

The participant responses indicate a lack of clarity as to the role of Chapter 688 in facilitating IOR. There is disagreement among respondents with regard to which clients are to be referred to Chapter 688. Yet, most directors are relatively pleased with the implementation aspects of the law. The respondents readily agree that quality IOR are important and valuable in providing client services. The relationships which do exist are neither highly cooperative, nor conflict ridden. The data are inconclusive in regard to the motivating factors for IOR. Of the many barriers to IOR included in this questionnaire, respondents were primarily concerned with the lack of funding, the need to know more about other agencies, to build mutual trust, and the need to have common goals. Internal organizational structure, loss of autonomy, information exchange difficulties and access to available funds were not considered to be major barriers to IOR in the transition process.

This summary of the research presents an overview of the first four chapters. The next section presents this researcher´s conclusions based on the literature presented in Chapter 2, the data presented in Chapter 4, and this researcher´s experience in the field.

Conclusions

This research was conducted with the purpose of applying interorganizational relationship, IOR, theory to

IOR practice. The methodology was designed to describe the interorganizational relationships which occur in the transition of special education students to adult human services. This research focuses on describing the intensity of the IOR (using the Klonglan Scale), the knowledge of those in the field toward IOR as mandated by Chapter 688, and attitude toward specific issues related to orgainzation interaction.

The first question posed is related to the pattern and intensity of the IOR which occur in the transition process, more specifically - within the the Chapter 688 organizational domain. The domain of organizational interaction is defined through an investigation of Chapter 688 as presented in Chapter 2, section three. This domain of agencies consists of the following: LEA, DMR, DMH, and MRC. (The information from the document review of the referrals and transition plans substantiates the choice of these four agencies).

The current patterns of IOR in the Chapter 688 process are obtained through a review of the Bureau of Transitional Planning data base. The patterns point to a considerable number of referrals, over 1,374, in fiscal 1988. Referrals are being made by a diverse group of LEAs, representing all regions of the Commonwealth and all size school systems. Most referrals, about 85 percent, are being made to one of the three key agencies, DMR, DMH, MRC. These statistics indicate that linkages exist between school systems and these three human service organizations. The linkages occur throughout all regions of the state, and at a rate which considerable in terms of human service need.

Before continuing the discussion of the intensity of the interactions (as expressed on the survey questionnaire), a review of the second research question is presented. It is necessary to determine the respondents´ knowledge of Chapter 688. Chapter 688 is an example of mandated IOR. It is legislation, or policy, imposed from the upper levels of the state human system hierarchy. Conclusions drawn from the other two parts of the questionnaire would be limited by uninformed respondents. Research question two asks if local area directors have a basic knowledge of Chapter 688. The results of this part of the questionnaire, ten multiple choice items, indicate a good basic knowledge of the law by most of the respondents. Relative weaknesses were noted in those questions on eligibility criteria. Little interagency variance was evident in the data, with the exception of LEA directors who were unfamiliar with the routing procedure for inappropriate referrals. It is therefore concluded that the survey questionnaire was completed by relatively well informed respondents.

The intensity of the interorganizational relationships (Question one) is obtained through the use of the Klonglan Scale (Klonglan, 1976). This eight item hierarchy of IOR intensity indicated a high degree of interaction among the organizations in this domain. Over 75 percent of the responses sited the presence of the first three items: awareness, acquaintance, and interaction. Between 58 percent and 67 percent indicated that information and resource exchange, joint programming, and written agreements exist among these organizations. The only low rating was given to overlapping boards, which was noted by only 27 percent of the respondents. The results of the Klonglan Scale indicate that the area directors rate many forms of IOR as present among the organizations working on the transition of special needs students to adult human services.

Question five of this research asks if the opinion of the area directors on the intensity of IOR is supported by practice. The intensity of the interactions among these organizations was also investigated by document review. A review of a sample of individualized transition plans, ITP, was done to determine IOR intensity through two distinct "single indicators", participation at ITP meetings, and participation in ITP services. The sample of ITPs reviewed indicates that 64 percent of the ITP meetings are conducted with two or more agencies present. Yet, almost 70 percent of the ITP service plans involve only one agency.

The data from the Klonglan Scale and the ITP review reveal some inconsistencies. Approximately 67 percent of the respondents claimed the existence of joint programs between agencies. Yet, in the individual transition plans reviewed, only thirty percent involve services provided by more than one agency. Joint, or collaborative, services should occur with greater frequency. Ad hoc case coordination (Neugebaren, 1985) which is formalized during the ITP meeting should be the foundation for more service collaboration.

The IOR perspective presented by Loughran´s (1982) model of intensity may provide an explanation of these findings. Loughran´s model indicates that IOR begin with linkages, network development, coodination, cooperation and eventually collaboration. The Klonglan Scale results indicate that linkages have been identified at the local area level. A network of human service agencies is established for Chapter 688. The coordination of agency activities is demonstrated by a high rate of client referrals, as well as information exchange. Coordination (taking into account other agencies) is also carried out by participation at ITP meetings. The existence of Loughran´s most complex levels of IOR, cooperation (integration of services) and collaboration (joint programming) are not supported in Chapter 688 practice.

In conclusion, interorganization relationships among these agencies are firmly implanted as part of the Chapter 688 process. Various types and levels of interaction occur within this organizational domain. The foundation exists for more complex interorganizational relationships with the potential for improving services. More cooperative and collaborative programming should be attempted in the future. Agencies should define areas of expertise and attempt to avoid duplication of services. Specialized services should be coordinated and provided a variety of agencies at individual transition meetings. Transition plans should involve the participation of several agencies.

The final two questions posed by this research project involve the attitudes of the area directors on specific issues related to Chapter 688 and interorganizational relationships, and if differences exist among agencies in regard to these attitudes.

The attitudes of the respondents toward Chapter 688 implementation procedures were relatively positive. The procedures of information exchange, referral timelines, ITPs, and the appeals process were accepted as positive. There was some queston in terms of client eligibility requirements. A equal number of respondents were satisfied with eligibility as were dissatisfied with it. LEA and DMR directors were least likely to favor more restrictive eligibility.

The overwhelming majority of the respondents have a high regard for the importance of interorganizational relationships. They also feel that their peers agree with them on this issue. Most think IOR result in improved services and would like to do more joint programming. Although current IOR is not described as competitive or conflict ridden, a greater feeling of cooperation should be present. MRC directors least often point to conflict, and LEA directors are less likely to use cooperation in describing the IOR which occurs. The spirit of cooperation can be improved by considering the attitudes of the directors toward the barriers to IOR.

The directors do not think that internal organizational structures interfer with interaction. They are not afraid of the loss of autonomy which accompanies coordination and cooperation. They do not view information exchange or specialized jargon as problematic. They do, however, suggest that some barriers do exist. The most critical barrier involves adequate funding, and the coordination of funds. MRC directors are not as concerned as their peers over funding issues, but nevertheless agree that funding problems exist. The other barriers involve interagency communication. A need to learn more about other agencies, to build rapport and trust with one another and to establish goal consensus are barries which exist and can be addressed.

The area directors express the desire to work together and solve the problems presented in today´s society. This research indicates that they have indeed established linkages with one another. The linkages can be broadened, strengthened, and intensified. More intense cooperation is needed in working together to provide services and coordinate funds. Agencies working toward a common goal need the opportunity to work with each other, build relationships and trust. They need to have goal consensus, share responsibilities, and coordinate tasks. This can then be followed by joint programming, collaboration and other high level interorganizational relationships.

Recommendations

The final part of this dissertation presents recommendations for improving interorganizational relationships in the Chapter 688 process and recommendations for further research. Chapter 688, "The turning 22 law", is a state mandate for interorganizational relationships among public agencies. The legislation describes potential clients, and mandates IOR for referrals, planning service and implementing these services. This section discusses some suggestions for future research and ideas for improving Chapter 688 implementation.

Interorganizational theory is vast and diverse. It has developed out of organization theory from the perspective of public administration, economics, marketing and sociology. Some common ground need to be established in defining terminology, and labeling varying degrees of interaction.

Different levels of IOR require varying preconditions. Research is needed in human services to identify the conditions needed to ensure success of different organizational levels of interaction: local, regional, and state, and for different intensities of IOR.

An attitude scale, to assess the overall attitude toward interoganization relationships, would be helpful for central level administration.

Staff Development

The Bureau of Transitional Planning, the agencies involved in this research and other public and private organizations plan training, seminars, conferences and workshops on Chapter 688. The data from this research suggest that training for area directors should focus on both broad and specific issues of process and procedure.

Training should elaborate on the eligibility issues, who are to be referred and how eligiblity is determined. Training need not emphasize the procedural aspects of Chapter 688, but should focus on the process of interorganizational relationships. Agency personnel should be provided an opportunity to work with each other. They need to know more about each others´ agency and improve interpersonal relationships. They should be given the opportunity to develop common and agency specific goals in regard to the transition process. This may improve mutual respect and trust. Area directors have a high regard for interorganization relationships, but they need to know more about identifying levels of IOR and devloping an environment for facilitate IOR. Interorganizational theories should be shared with them.

Policy Development

The Chapter 688 policy on eligibility should be reexamined. There is a lack of consensus among the local area directors on this issue. There is certainly a lack of funding for services. And, although within each agency a priority list exists, inconsistencies may exist within and among regions in developing the priority number and providing services. A review of the many bills preceeding the passage of Chapter 688 indicates several legislative changes which took place in identifying clients to be covered under this legislation. Human service workers are unsure of eligibility criteria. Perhaps more specific eligibility criteria should be developed to limit referrals, or to assist in developing priority lists.

The issue of funding is most critical to meeting client needs. Agency personnel and consumers agree on this. Mandating funding or providing entitlement to services is premature at this time. The planning process is not fully operational. Potential service providers are not represented at individual planning meetings, and services are not being provided by the constellation of agencies which posses the expertise in the specific areas. Funding would be best used to identify needs and coordinated services, rather than to provide the services currently being requested through ITP´s. Funding needs to be coordinated among agencies. A funding mechanism for encouraging joint or collaborative services should be implemented with existing funds. Further research into the structural verses the operational nature of the barriers is suggested.

Each organization within the Chapter 688 domain should establish its goals in relation to the 688 client. These goals should include the type of services offered, and the level of services to be provided. Organizational goals should also include goals for improving interorganizational relationships in terms of sharing roles, fostering trust and confidence, and improving interorganization knowledge. If IOR are intended to fill gaps in services, then a greater degree of coordination of roles/responsibilities is needed. Policy makers should look to what other states are doing to enhance IOR and allocate dwindling resources.

Implementation Strategies/Evaluation

Procedures should be developed to facilitate joint planning of client ITP meetings. Scheduling problems can be enormous, but can be reduced by following the two year referral timelines.

The document review which was part of the data collection for this research should be done on an annual basis. This will give specific data on the rate of Chapter 688 referrals, adherence to referral timelines, and appropriateness of the referral.

The individual transition document review will provide explicit data to assess the coordination, cooperation and collaboration among agencies in planning and implementing ITP services. Additional information should be coded into the BTP data base to determine patterns of joint planning and service provision. A comparison of the number of ITP participants and the lead time on referrals would indicate the importance of planning time.

Summary

Interorganizational relationships are inevitable. Voluntary or mandated, formal or informal, competitive or cooperative, organizations will continue to interact. As interdependencies grow, as the need to improve quality and efficiency increases; organizations will look beyond boundries for new partnerships. Public human services will always be struggling for resources, funds, and programs to help those in need. Interorganizational relationships can help form the coalition to procure resources.

Interorganizational relationships can establish the relationships among specialists to coordinate the distribution of these resources in the most equitable way.

APPENDIX A

CHAPTER 688 LEGISLATION

S 1926

Chapter 688.

THE COMMONWEALTH OF MASSACHUSETTS

In the Year One Thousand Nine Hundred and Eighty-three

AN ACT PROVIDING FOR CONTINUITY OF SERVICES TO DEVELOPMENTALLY DISABLED PERSONS WHOSE AGE NO LONGER ENTITLES THEM TO SERVICES UNDER SPECIAL EDUCATION PROGRAMS.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

SECTION 1. Chapter 71B of the General Laws is hereby amended by inserting after section 12 the following three sections:-

Section 12A. For the purposes of sections twelve A to twelve C, inclusive, the following words shall have the following meanings:

"Disabled person", a person who is unable to engage in substantial gainful activity by reason of medically determinable physical or mental impairment which can be expected to result in death or be of at least twelve months' duration; provided, however, that such impairment is of such severity that such individual is unable to do his previous work, if any, and, considering his age, education, and work experience, cannot engage in substantial gainful activity.

"Education authority", the school committee or other education provider responsible for the provision of special education pursuant to the provisions of this chapter.

"Habilitative services", services directed toward the alleviation of limitations on major life activities of a disabled person, including diagnosis, evaluation, treatment, personal care, daycare, respite care, home care, residential care, group care in a community residence, special living arrangements, training, education, sheltered employment, supported work, recreation, counseling, protective and social services, legal services, information and referral services, and transportation services.

"Major life activity", self-care, including personal hygiene, dressing and eating; communication and language skills, including reception and expression; learning; mobility; capacity for independent living; and economic self-sufficiency.

"Substantial gainful activity", the performance of a task for at least twenty hours per week for which a disabled person receives compensation either in currency or in-kind; provided, however, that such activity shall not include sheltered workshops, supported work, occupational therapy or any other work activity supported by the federal, state, or local governments for the purpose of assisting such disabled person to participate in such activity.

"Transitional plan", a plan for a program of habilitative services for disabled person whose entitlement to services under special education programs has terminated or will terminate as a result of such person's graduation from high school or attainment of age twenty-two.

Section 12B. There shall be within the executive office of human services a bureau of transitional planning. There is also hereby established within the executive office of human services a committee, to be known as the transitional advisory committee, which shall meet on a regular and periodic basis for the purpose of reviewing and approving transitional plans for disabled persons whose entitlement to services under special education programs has terminated or will terminate within two years. The committee shall consist of by the secretary of the executive office of human services who shall be chairman, or his designee, and one representative from each of the following agencies: the executive office of manpower affairs, the department of mental health, the department of social services, the department of public welfare, the department of public health, the Massachusetts rehabilitation commission, the Massachusetts office of deafness, the Massachusetts commission for the blind and the department of education. Said representatives shall be designated by the executive secretary, commissioner or department head whose agency they shall represent. The committee shall adopt rules and procedures governing its proceedings. Members of the committee shall not be compensated for service on said committee.

Section 12C. A disabled person who has been receiving special education under the provisions of this chapter shall be eligible, subject to appropriation, upon graduation from high school or upon attaining the age of twenty-two, whichever occurs first, to receive habilitative services in the manner hereinafter provided. The education authority which is responsible for the education of a person with special needs shall, with the consent of such person or his parent or guardian, at least two years before such person attains the age of twenty-two or at least two years before such person's graduation, whichever first occurs, determine whether such person may need continuing habilitative services and notify the bureau of transitional planning of the name and address of such person, the record of the special education services being provided to such person, and the expected date of termination of such services. Within thirty days of such notification, said bureau will begin to prepare a case file on such person consisting of all available information relevant to the questions of whether such person is a disabled person within the meaning of section twelve A and which habilitative services may be necessary or appropriate to assist such person in realizing his potential for self-sufficiency in major life activities. The education authority shall, with the consent of such person or his parent or guardian, provide said bureau with copies of relevant portions of record of such person, which shall be included in such person's case file. Said bureau shall also provide an opportunity for the submission by or on behalf of such person, of information relative to such person's special needs, and all information so provided shall be included in such person's case file.

If at the time of said notification to said bureau, such person has been determined to be eligible for disability benefits under Title II or Title XVI of the United States Social Security Act, such person shall be deemed to be a disabled person within the meaning of section twelve A, and said bureau shall make a preliminary determination of the agency or agencies which shall develop a transitional plan for such person. If at such time such person has not been determined to be eligible for such benefits, said bureau shall refer such person to the Massachusetts rehabilitation commission for a determination whether he is a disabled person within the meaning of section twelve A. As a condition of such referral, said bureau may require that an application be submitted forthwith on behalf of such person for such benefits.

With respect to each such person referred to it under the preceding paragraph, the Massachusetts rehabilitation commission shall provide written notice to said bureau and to such person or his parent or guardian of its determination whether such person is a disabled person. If such person is determined by the commission to be disabled, then his case file shall be referred to said bureau for the preliminary determination of the agency or agencies which shall develop a transitional plan. In addition to any appeal rights under Titles II and XVI of the Social Security Act, a finding by the commission that such person is not disabled may be appealed by requesting review by the secretary of human services within sixty days after the date of issuance of the commission's determination. The secretary shall approve, disapprove, or remand to said commission for further consideration any such request within ninety days of its receipt by said secretary.

Upon receipt of a case file of a disabled person said bureau shall make a preliminary determination of the agency which shall develop a transitional plan for such individual.

If such preliminary determination is approved by the transitional advisory committee, such agency shall, in accordance with its usual planning procedures, except as modified by the provisions of this section, in cooperation with said bureau, and such person, develop a transitional plan for such person. The parent or guardian may participate in the development of the transitional plan unless such participation is objected to by the disabled person. Said transitional plan shall include, but not be limited to, the following information: the habilitative services found by the committee to be necessary or appropriate to assist such person in realizing his potential for self-sufficiency in major life activities; the agencies responsible for the provision of such services; the location in the least restrictive environment at which such services will be provided; and the expected duration for the provision of such services. Each transitional plan shall be submitted to the transitional advisory committee for its approval no later than six months prior to the date each disabled person attains age twenty-two or graduates, whichever occurs first. The committee shall meet at least once a month for the purpose of considering the approval of such transitional plans.

Said committee shall provide the person and his parent or guardian with a written copy of an approved transitional plan developed for such person. If the plan calls for the provision of services by an agency in the executive office of human services or in the executive office of manpower affairs, the secretaries of such executive offices shall also be provided with a written copy of the plan. Each respective secretary shall review the portion of such plan which calls for the provision of services by an agency within his executive office and may, after consultation with such agency and written notification to such person or his parent or guardian, make such modifications to such portion of said plan as are necessary or appropriate. Any plan which has not been so modified by the executive secretary within sixty days of its submission to the secretary shall be deemed to be approved in the form submitted.

After a transitional plan for a disabled person has been approved and

S 1926

after said individual attains the age of twenty-two or graduates, whichever first occurs, habilitative services shall be provided to such person in accordance with the transitional plan. The secretary of human services shall promulgate rules and regulations for the modification, extension, termination, or appeal of the transitional plan by such person, his parent or guardian, or any agency responsible for the provision of services pursuant to such plan.

SECTION 2. Section fifteen of chapter seventy-one B of the General Laws is hereby repealed.

House of Representatives, December 9, 1983.

Passed to be enacted, Thomas W. McGee, Speaker.

In Senate, December 9, 1983.

Passed to be enacted, William M. Bulger, President.

December 21, 1983.

Approved,

Michael S. Dukakis, Governor.

APPENDIX B

GUIDE TO CHAPTER 688

Key Points To Remember

- The referral to Chapter 688 starts from the local school district two years before a person leaves special education. Begin now to become familiar with the adult services in your community.

- You must be declared eligible for Chapter 688 It was intended for persons who are severely disabled

- Early application to the Social Security Administration for SSI eligibility determination insures a faster transitional planning process.

- Chapter 766 is an entitlement to services. This means the service defined in the Individual Education Plan must be provided. Chapter 688 is a bridge into the adult system. It is important to remember that services to adults are limited to the amount of money the agencies receive from the State Legislature to perform those services. Parents must become active participants in guaranteeing quality services.

- A person in Massachusetts, regardless of the severity of one's disabilities, is presumed competent at age 18. Every individual 18 or over must sign all consent forms, including the referral form to give permission to share information about him or herself. If an individual is unable to sign, please so indicate and explain the circumstances. In that case, it must be signed by that person who is currently authorized to sign the disabled person's Individual Education Plan.

- If there are any questions about an individual's ability to understand that they are releasing their records, please contact the Bureau of Transitional Planning.

- Attend every meeting that concerns your child - ask questions - you are the most informed person about your child.

- Become familiar with the adult services in your area long before your son or daughter reaches graduation or turns 22.

- Involve yourself with a parent group. Parents have been the stimulus in developing adult services.

- Remember: Human Services professionals care deeply about quality services...work with them to develop programs in your area.

A CITIZENS GUIDE TO THE IMPLEMENTATION OF MASSACHUSETTS' TURNING 22 LAW

Chapter 688

Governor Michael S. Dukakis
Secretary Philip W. Johnston
Executive Office of Human Services

Introduction

Chapter 688 is a law developed by parents and advocates to provide for a two year transitional process for severely disabled young adults who will lose their entitlement to special education upon graduation or reaching the age of 22.

This law creates a single point of entry into the Adult Human Services system by developing an Individual Transition Plan (I.T.P.) for every person who is found eligible for Chapter 688 because he/she is disabled and will need on-going services and support.

The "Turning 22 Law" is not a continuation of Chapter 766. This law was designed for the more severely disabled person who, if provided appropriate support services, will continue to learn and develop throughout his or her life. It was not intended for the many students who have received special education services and are now able to enter competitive work situations and lead independent lives as adults.

A state human services agency will be assigned to manage each eligible case through the 688 transition process. The assigned state agency will coordinate the transition, work with the school, family, and individual who is disabled, and convene an inter-agency team to write the Individual Transition Plan. The process for each client will be monitored by the Bureau of Transitional Planning at the Executive Office of Human Services.

Chapter 688 is...

A Law To Provide:

A clear way of moving into the State Human Services System from your local school system immediatley upon graduating or turning 22.

A Mandate That:

The State Human Services agency will work with other human service agencies to get services for you or your disabled son or daughter, once eligibility is determined.

A Responsibility To Develop:

A clearly written transition plan before an individual graduates or turns 22.

A Commitment:

By state government to plan for those persons who are severely disabled, approaching age 22, and in need of continuing services.

Chapter 688 is NOT...

A Continuation of Chapter 766:

Many people currently receiving 766 services are able to lead independent lives upon reaching adulthood and don't need additional services.

A Guarantee To A Lifetime of Services:

Chapter 688 is a bridge from education to human services.

How The System Works

The system is Area Based and designed to allow a person to remain where his or her family lives.

The Process is as follows:

- The local school district, through the 766 evaluation team, makes the decision that the person may need additional services beyond graduation or turning 22. The student and/or his parents may request the referral, but it must go through the local school district.
- The local school district forwards the case to the appropriate human services agency, two years prior to the termination of a student's special education. In most cases, the agency the case is fowarded to is designated as the transitional agency.
- The Transitional Agency opens a client case file and assists with a referral to the Social Security Administration or the Chapter 688 unit at the Massachusetts Rehabilitation Commission to establish eligibility.
- The Transitional Agency is responsible for developing an Individual Transitional Plan. Other appropriate human service agencies, school system personnel, the family, and the person who is disabled, participate in the development of the plan.

The Plan is approved by the Executive Office of Human Services and is signed off by the Secretary. This Individual Transitional Plan must be completed before the person finishes his or her education, when two year notice has been made. The Individual Transitional Plan spells out the services the individual actually needs and states those services that will be provided immediately upon graduation.

Each Individual Transitional Plan stays in effect until it is replaced by an adult service plan developed by the assigned human services agencies. This process is closely monitored by the Bureau of Transitional Planning at the Executive Office of Human Services.

Who Is Eligible?

All persons referred to Chapter 688 must be:

- Receiving special education services and graduating or turning 22 on or after March 22, 1984, (the effective date of the law).
- In need of continuing services.
- Unable to work 20 or more hours per week in competitive, non-sheltered, non-supported employment.

How is Eligibility Determined?

People who are automatically eligible for Chapter 688 services and require no further determination include:

- Anyone receiving SSI and SSDI based on their own disability.
- Anyone listed in the registry of the blind at the Massachusetts Commission for the Blind.

A new unit at the Massachusetts Rehabilitation Commission has been established to determine 688 eligibility for those individuals who are not eligible for SSI.

They Will Determine:

- If a person can work 20 or more hours per week in competitive employment.

How:By reviewing an individual's records and/or scheduling a work evaluation and personal interview when necessary.

Is There an Appeals Process?

There are two kinds of appeals under 688:

- A person may appeal the eligibility decision that determined him/her ineligible for Chapter 688.
- A person may reject and appeal the Individual Transitional Plan after it has been signed by the Secretary of Human Services.

All appeals are directed to the Bureau of Transitional Planning in the Exectutive Office of Human Services.

When Should My Son or Daughter Graduate?

Chapter 766 provides special education services to students until the age of 22 or until the student earns a high school diploma. This law is an entitlement and means that services mandated in the Individual Education Plan must be provided Once a person graduates from school, he or she is no longer eligible for Chapter 766.

Chapter 688 is a bridge into the Adult Human Services system. Services for Adults are limited to appropriation by the Legislature.

It is important to remember this and to consider that special education services for older students, 16-22, may be individually designed and more vocationally oriented if their current program is no longer appropriate for the student. It is important that young people and their parents make informed decisions about the many options available under Chapter 766.

Glossary

BTP ....Bureau of Transitional Planning
DMH ....Department of Mental Health
DOE ....Department of Education
DPH ....Department of Public Health
DPW......................Department of Public Welfare
DSS ....Department of Social Services
EOEA ....Executive Office of Economic Affairs
EOHS...........Executive Office of Human Services
IEP..............................Individual Education Plan
Prepared by Local Education Authority, Part of Chapter 766
ITP ....Individual Transitional Plan
Prepared by Transitional Agency, Part of Chapter 688
ISP ....Individual Service Plan
Prepared by the Department of Mental Health
IWRP ....Individual Written Rehabilitation Plan
Prepared by Massachusetts Rehabilitation Commission
LEA ....Local Education Authority
The school system that has been providing the individual's special education program
MCB .....Massachusetts Commission for the Blind
MOD ....Massachusetts Office of Deafness
MRC ..Massachusetts Rehabilitation Commission
SSI .... Supplementary Security Income
For persons who are permanently disabled without a work history, receives Medicaid.
SSDI .... Disability Income
Based on a work history, receives Medicare

APPENDIX C

SURVEY QUESTIONNAIRE

^<Name>
^<agency>
^<address>
^<city>
^<zip>

April 5, 1989

Dear ^<fname>

Please find enclosed a survey for an independent doctoral research study being conducted on interagency relations and Chapter 688.

This survey is being sent to local area directors of DMR, MRC, DMH, and several Special Education Directors throughout the Commonwealth.

This survey has been endorsed by the Department of Mental Retardation Central Office. WE NEED A RESPONSE FROM ALL DMR LOCAL SERVICE CENTER DIRECTORS.

Please complete the entire survey as soon as possible. Return in in the enclosed self-addressed stamped envelope. Also, please send the postcard which will confirm your participation.

Thank you for your cooperation.

Sincerely,

John Kerrigan

****

SAMPLE LETTER FOR MAIL MERGE WITH DATA BASE FILE

EQUIVALENT LETTERS SENT TO DMH, MRC, AND SPED DIRECTORS

DMR SAMPLE SURVEY LETTER
EQUIVALENT FORMS SENT TO DMH AND MRC

****

INTERORGANIZATIONAL RELATIONSHIPS
SURVEY
1989

This questionnaire is presented as part of a study of the interorganizational relationships among public schools and targeted adult human service agencies in the TRANSITION OF SPECIAL NEEDS STUDENTS TO ADULT HUMAN SERVICES.

The questionnaire focuses on the interactions which occur in the transition process as students leave Chapter 766 services.

The information gathered from this questionnaire will be presented in a research report. Anonymity of individual respondents is ensured. This questionnaire is part of a doctoral research project.

I realize that many demands are placed on your time, nevertheless you are among the most knowledgeable people in the Commonwealth regarding these issues.

PLEASE TAKE THE TIME TO COMPLETE THIS QUESTIONNAIRE

This questionnaire is composed of three parts. Please respond to ALL items in each part. The entire questionnaire should take about twenty minutes.

Two items of demographic information are needed for this project.
1. I am an Local Service Center Director for the Massachusetts Department of Mental Retardation
yes___ no___ Region (I-VI) ______

THANK YOU FOR YOUR COOPERATION

Mary McCarthy
Commissioner
Massachusetts Department of Mental Retardatioin

John Kerrigan
University of Massachusetts
Doctoral Candidate
315 Ramblewood Dr.
Raynham, MA. 02767

SPED SAMPLE SURVEY LETTER

****

INTERORGANIZATIONAL RELATIONSHIPS
SURVEY
1989

This questionnaire is presented as part of a study of the interorganizational relationships among public schools and targeted adult human service agencies in the TRANSITION OF SPECIAL NEEDS STUDENTS TO ADULT HUMAN SERVICES.

The questionnaire focuses on the interactions which occur in the transition process as students leave Chapter 766 services.

The information gathered from this questionnaire will be presented in a research report. Anonymity of individual respondents is ensured. This questionnaire is part of a doctoral research project.

I realize that many demands are placed on your time, nevertheless you are among the most knowledgeable people in the Commonwealth regarding these issues.

PLEASE TAKE THE TIME TO COMPLETE THIS QUESTIONNAIRE

This questionnaire is composed of three parts. Please respond to ALL items in each part. The entire questionnaire should take about twenty minutes.

Two items of demographic information are needed for this project.

1. I am the LEA´s Administrator of Special Education
   yes___ no___

2. Please write your City/School Code on the back of this page in the space provided. (See the alphabetical listing on the reverse side for you town or regional high school code).

THANK YOU FOR YOUR COOPERATION

John Kerrigan
Director of Special Education &
University of Massachusetts
Doctoral Candidate
315 Ramblewood Dr.
Raynham, MA.- 02767

KLONGLAN SCALE

Please respond to the following eight questions in terms of your local area office of MRC and the transition process for special needs students entering the adult human service system.

1. As far as you know, within your area is there an office of:

Dept. of Mental Health (DMH)	___YES	___NO
Dept. of Mental Retardation (DMR)	___YES	___NO
Public Special Education (SPED) (one or more)	___YES	___NO

2. Are you acquainted with the director of:

DMH	___YES	___NO
DMR	___YES	___NO
SPED (one or more)	___YES	___NO

3. Have you met with the director of this organization at any time during the past year to discuss the activities of your respective programs?

DMH	___YES	___NO
DMR	___YES	___NO
SPED (one or more)	___YES	___NO

4 a. Do you get reports, newsletters or and other information from this organization?

DMH	___YES	___NO
DMR	___YES	___NO
SPED (one or more)	___YES	___NO

b. Do you provide reports, newsletters or other information to this organization?

DMH	___YES	___NO
DMR	___YES	___NO
SPED (one or more)	___YES	___NO

5. a. Has your organization shared, loaned, or provided resources; such as meeting rooms, personnel, equipment, or funds to this organization at any time in the last three years?

DMH	___YES	___NO
DMR	___YES	___NO
SPED (one or more)	___YES	___NO

b. Has this organization shared, loaned, or provided resources such as meeting rooms, personnel, equipment, or funds to your organization at any time in the last three years?

DMH	___YES	___NO
DMR	___YES	___NO
SPED (one or more)	___YES	___NO

6. Does anyone from your local organization or staff serve on boards, councils, or committees of this organizations?

DMH	___YES	___NO
DMR	___YES	___NO
SPED (one or more)	___YES	___NO

7. Within the last three years, has your organization worked jointly in planning and implementing any specific programs or activities with this organization?

DMH	___YES	___NO
DMR	___YES	___NO
SPED (one or more)	___YES	___NO

8. Does your organization have any written agreements with this organizations pertaining to personnel commitments, client referrals, procedures for working together, or joint activities?

DMH	___YES	___NO
DMR	___YES	___NO
SPED (one or more)	___YES	___NO

KLONGLAN SCALE

Please respond to the following eight questions in terms of your local area office of DMR and the transition process for special needs students entering the adult human service system.

1. As far as you know, within your area is there an office of:

Mass. Rehabilitation Commission (MRC)	___YES	___NO
Dept. of Mental Health (DMH)	___YES	___NO
Public Special Education (SPED) (one or more)	___YES	___NO

2. Are you acquainted with the director of:

MRC	___YES	___NO
DMH	___YES	___NO
SPED (one or more)	___YES	___NO

3. Have you met with the director of this organization at any time during the past year to discuss the activities of your respective programs?

MRC	___YES	___NO
DMH	___YES	___NO
SPED (one or more)	___YES	___NO

4 á. Do you get reports, newsletters or and other information from this organization?

MRC	___YES	___NO
DMH	___YES	___NO
SPED (one or more)	___YES	___NO

b. Do you provide reports, newsletters or other information to this organization?

MRC	___YES	___NO
DMH	___YES	___NO
SPED (one or more)	___YES	___NO

5. a. Has your organization shared, loaned, or provided resources; such as meeting rooms, personnel, equipment, or funds to this organization at any time in the last three years?

MRC	___YES	___NO
DMH	___YES	___NO
SPED (one or more)	___YES	___NO

b. Has this organization shared, loaned, or provided resources such as meeting rooms, personnel, equipment, or funds to your organization at any time in the last three years?

MRC	___YES	___NO
DMH	___YES	___NO
SPED (one or more)	___YES	___NO

6. Does anyone from your local organization or staff serve on boards, councils, or committees of this organizations?

MRC	___YES	___NO
DMH	___YES	___NO
SPED (one or more)	___YES	___NO

7. Within the last three years, has your organization worked jointly in planning and implementing any specific programs or activities with this organization?

MRC	___YES	___NO
DMH	___YES	___NO
SPED (one or more)	___YES	___NO

8. Does your organization have any written agreements with this organizations pertaining to personnel commitments, client referrals, procedures for working together, or joint activities?

MRC	___YES	___NO
DMH	___YES	___NO
SPED (one or more)	___YES	___NO

KLONGLAN SCALE

Please respond to the following eight questions in terms of your local area office of DMH and the transition process for special needs students entering the adult human service system.

1. As far as you know, within your area is there an office of:

Mass. Rehabilitation Commission (MRC)	___YES	___NO
Dept. of Mental Retardation (DMR)	___YES	___NO
Public Special Education (SPED) (one or more)	___YES	___NO

2. Are you acquainted with the director of:

MRC	___YES	___NO
DMR	___YES	___NO
SPED (one or more)	___YES	___NO

3. Have you met with the director of this organization at any time during the past year to discuss the activities of your respective programs?

MRC	___YES	___NO
DMR	___YES	___NO
SPED (one or more)	___YES	___NO

4 a. Do you get reports, newsletters or and other information from this organization?

MRC	___YES	___NO
DMR	___YES	___NO
SPED (one or more)	___YES	___NO

b. Do you provide reports, newsletters or other information to this organization?

MRC	___YES	___NO
DMR	___YES	___NO
SPED (one or more)	___YES	___NO

5. a. Has your organization shared, loaned, or provided resources; such as meeting rooms, personnel, equipment, or funds to this organization at any time in the last three years?

MRC	___YES	___NO
DMR	___YES	___NO
SPED (one or more)	___YES	___NO

b. Has this organization shared, loaned, or provided resources such as meeting rooms, personnel, equipment, or funds to your organization at any time in the last three years?

MRC	___YES	___NO
DMR	___YES	___NO
SPED (one or more)	___YES	___NO

6. Does anyone from your local organization or staff serve on boards, councils, or committees of this organizations?

MRC	___YES	___NO
DMR	___YES	___NO
SPED (one or more)	___YES	___NO

7. Within the last three years, has your organization worked jointly in planning and implementing any specific programs or activities with this organization?

MRC	___YES	___NO
DMR	___YES	___NO
SPED (one or more)	___YES	___NO

8. Does your organization have any written agreements with this organizations pertaining to personnel commitments, client referrals, procedures for working together, or joint activities?

MRC	___YES	___NO
DMR	___YES	___NO
SPED (one or more)	___YES	___NO

KLONGLAN SCALE

PLease respond to the following eight questions in terms of your school system and the transition process for special needs students entering the adult human service system.

1. As far as you know, within your area is there an office of:

Dept. of Mental Health (DMH)	___YES	___NO
Mass. Rehab. Commission (MRC)	___YES	___NO
Dept. of Mental Retardation (DMR)	___YES	___NO

2. Are you acquainted with your area director of:

DMH	___YES	___NO
MRC	___YES	___NO
DMR	___YES	___NO

3. Have you met with the director of this organization at any time during the past year to discuss the activities of your respective programs?

DMH	___YES	___NO
MRC	___YES	___NO
DMR	___YES	___NO

4 a. Do you get reports, newsletters or and other information from this organization?

DMH	___YES	___NO
MRC	___YES	___NO
DMR	___YES	___NO

b. Do you provide reports, newsletters or other information to this organization?

DMH	___YES	___NO
MRC	___YES	___NO
DMR	___YES	___NO

5. a. Has your organization shared, loaned, or provided resources; such as meeting rooms, personnel, equipment, or funds to this organization at any time in the last three years?

DMH	___YES	___NO
MRC	___YES	___NO
DMR	___YES	___NO

b. Has this organization shared, loaned, or provided resources such as meeting rooms, personnel, equipment, or funds to your organization at any time in the last three years?

DMH	___YES	___NO
MRC	___YES	___NO
DMR	___YES	___NO

6. Does anyone from your local organization or staff serve on boards, councils, or committees of this organizations?

DMH	___YES	___NO
MRC	___YES	___NO
DMR	___YES	___NO

7. Within the last three years, has your organization worked jointly in planning and implementing any specific programs or activities with this organization?

DMH	___YES	___NO
MRC	___YES	___NO
DMR	___YES	___NO

8. Does your organization have any written agreements with this organizations pertaining to personnel commitments, client referrals, procedures for working together, or joint activities?

DMH	___YES	___NO
MRC	___YES	___NO
DMR	___YES	___NO

ATTITUDE SURVEY

Please respond to the following questions by circling the response you feel is most appropriate.
SA-Strongly agree, A-Agree, N-Neutral, D-Disagree, SD-strongly disagree.

PLEASE RESPOND TO ALL ITEMS.

These statements apply to the interaction of organizations (including public schools, DMR, DMH, and MRC) in the transition of special needs students to adult human services.

1. Interorganizational relationships are essential in meeting client needs in today´s world.	SA	A	N	D	SD
2. Working with other agencies makes it more difficult to provide services.	SA	A	N	D	SD
3. I think most transition organizations have a good reputation among fellow organizations.	SA	A	N	D	SD
4. We should try to develop more joint programs for meeting client needs.	SA	A	N	D	SD
5. Chapter 688 should be limited to the severely disabled person.	SA	A	N	D	SD
6. The organization with the most political power get the greatest resources.	SA	A	N	D	SD
7. Organizations in the transition process usually agree on very little.	SA	A	N	D	SD
8. Working with other agencies takes away from my autonomy.	SA	A	N	D	SD
9. I think interorganizational relationships have real value among human service workers I know.	SA	A	N	D	SD
10. Considerable funding goes unused because it is difficult to access.	SA	A	N	D	SD
11. The Chapter 688 appeal process is fair to clients.	SA	A	N	D	SD
12. Chapter 688 transitional plans are often unrealistic.	SA	A	N	D	SD
13. Interorganizational relations should be left to informal contacts without many regulations.	SA	A	N	D	SD
14. Our interorganizational relationships can best be described as voluntary exchange for mutual benefit.	SA	A	N	D	SD
15. Referral information is exchanged in a timely fashion.	SA	A	N	D	SD

16. Chapter 688 services should be available to all handicapped individuals.	SA	A	N	D	SD
17. Much of the information we receive from other organizations in not useful.	SA	A	N	D	SD
18. Cooperation is the best term to describe the relationship among transition organizations.	SA	A	N	D	SD
19. Funds for transition services are sufficient.	SA	A	N	D	SD
20. There is too much inconsistency in the terminology we use.	SA	A	N	D	SD
21. The organization with the most resources gets to make the decisions.	SA	A	N	D	SD
22. Agency cooperation has improved as a result of Chapter688.	SA	A	N	D	SD
23. I am concerned about of handicapped individuals.	SA	A	N	D	SD
24. Other organizations´ staff should know more about my organization.	SA	A	N	D	SD
25. Quality interorganizational relations result in improved services and cost savings.	SA	A	N	D	SD
26. Chapter 688 referral timelines provide adequate time for planning services.	SA	A	N	D	SD
27. Chapter 688 eligibility criteria is appropriate.	SA	A	N	D	SD
28. We need to get to know other organizations´ staff better.	SA	A	N	D	SD
29. Funds are well coordinated among organization.	SA	A	N	D	SD
30. The Chapter 688 transitional plan lists appropriate services.	SA	A	N	D	SD
31. Chapter 688 has inhibited interorganizational relations by creating another level of bureaucracy.	SA	A	N	D	SD
32. I have a sense of trust and confidence in other transition agency directors.	SA	A	N	D	SD
33. I am clear about what other organizations do in the transition process.	SA	A	N	D	SD
34. My organization´s internal structure facilitates inter-organizational relations.	SA	A	N	D	SD

35. The best approach to organization cooperation is a strong

35. The best approach to organization cooperation is a strong top-down policy.	SA	A	N	D	SD
36. Chapter 688 referral information on clients is helpful.	SA	A	N	D	SD
37. Organizations are more competitive than cooperative.	SA	A	N	D	SD
38. I don´t see the need for a great deal of inter-organizational relations on transition issues.	SA	A	N	D	SD
39. All organizations in the transition process have a common goal.	SA	A	N	D	SD
40. There is a good deal of underlying conflict in our relationship with other organizations.	SA	A	N	D	SD

PART II

CHAPTER 688 QUESTIONNAIRE

Please circle one letter (a, b, c, or d) to indicate the statement you think best completes the sentence.
Please answer all items.

1. Chapter 688 is well known as
   a. the special education law
   b. the right to work bill
   c. the turning 22 law
   d. sheltered workshop legislation

2. The initial Chapter688 referral is made by
   a. the parent
   b. an agency caseworker
   c. the local school district
   d. anyone involved with the client/student

3. The Chapter 688 written document describing the client/student transition program is the
   a. ITP
   b. ISP
   c. IEP
   d. IWRP

4. The agency which oversees the implementation of C688 is
   a DSS
   b. BTP
   c. MRC
   d. Social Security Administration

5. C688 regulations state that a client/student is eligible for C688 services if
   a. he/she is a special needs students
   b. a parent request is made
   c. he/she needs SSI benefits
   d. he/she is unable to work 20 hrs./week

6. The individual´s plan for transition is written by
   a. the school department
   b. an identified human service agency
   c. a centralized office of EOHS
   d. the parent

7. Inappropriate C688 referrals should be
   a. sent back to the school
   b. forwarded to the appropriate agency
   c. sent to central overseeing office
   d. all referrals must be processed

8. Automatic eligibility for C688 services is for those
   a. receiving SSI/SSDI
   b. registered with the Commission for the Blind
   c. both a and b
   d. there is no automatic eligibility

9. A C688 referral should be made
   a. 2 years prior to leaving special education
   b. at age 22
   c. in the last year of school services
   d. at age 16

10. Those services listed in the individual´s C688 document can be
   a. subject to appropriations
   b. subject to appeal
   c. provided by several agencies
   d. all of the above

APPENDIX D

LETTERS OF COMMUNICATION

Mary Ann Walsh
Bureau of Transitional Planning
Executive Office Of Human Services
1 Ashburton Place
Boston, MA.

Dear Mary Ann

Thank you for time you have exrended me in our previous meetings and phone conversations.

The research I am conduction involves the interorganizational relationships among human service agencies serving the needs of handicapped young adults. Part of the research will involve looking a descriptive data that relates to Chapter 688 referrals and the ITP process.

I would like to randomly sample the file of approved Individualized Transition Plans, and record the following data:

1. transition agency
2. agencies participating in the ITP meeting
3. agencies involved in the ITP services

I have enclosed a copy of the information form I will use to record data from the ITP. I will not be using client names. I will not be using individual agency personnel names. In addition, the information gathered will only be published in summary form, no individual transition plan will be sited.

I hope that this information, along with the other components of this study, will help us to better understand the interagency involvement which occurs in the C688 process. This can then be used to develop staff training programs and determine ways to improve the inter-relationships amoung the agencies serving handicapped young adults in the Commonwealth.

I hope that this plan meets with your approval, and that I may gather this data on Thursday Feb. 23, 1989.

Sincerely,

John Kerrigan
315 Ramblewood Dr
Raynham, MA 02767

Ms. Kathy Allen
Bureau of Transitional Planning
Executive Office of Human Services
1 Ashburton Place
Boston, MA.

Dear Kathy,

Thank you very much for the time and interest you extended me in our phone conversation on 1/24/89.

I would like to receive information regarding Chapter 688 referrals for FY 88 (7/1/87 to 6/30/88). The information which is needed for my research would include: name of LEA making the referral, to whom the referral was made, date of referrral, and the eventual transition agency. If it is not too time comsuming, I would like this information for FY 87 as well.

This information will become part of a study of the inter-organizational relationships among agencies involved in the Chapter 688 process. It is my hope that it will help us to better understand and implement the process at the local level.

Thank you again for your assistance.

Sincerely,

John Kerrigan
315 Ramblewood Dr.
Raynham, MA. 02767

508 823-3154 (home)
617 659-1417 (work)

March 6, 1989

Mr. Harvey Evans
Assistant to the Commissioner
Massachusetts Rehabilitation Commission
Fort Point Place
27-43 Wormwood St.
Boston, MA. 02210-1606

Dear Mr. Evans

This letter is in regard to our phone conversation of 3/6/89 and the survey which I would like all MRC Area Directors in the Commonwealth to complete. The survey involves a study of the collaboration among human services agencies (MRC, DMR, DMH, and public schools) in the transition of special education students to adult human services.

The survey is part of research for my UMASS Amherst doctoral program, and is designed to help us to better understand interorganizational relationships among public human service agencies. I believe this research will be a constructive project to describe the progress being made in this area.

I am fortunate to have had the support of Mary Ann Walsh at the Bureau of Transitional Planning, and Dr. Byrnes of the State Association of Special Education Administrators (ASE). Through this support I have collected BTP data, and have had special education directors complete the survey.

I have been in public education for nearly twenty years, and have served on many local and state-wide committees on various issues. I have worked with MRC offices in Brockton and Quincy. This research project has been carefully chosen in the hope that it can have a positive impact on continuing the spirit of cooperation among public agencies serving the handicapped.

The survey, which is enclosed, has been validated through a pilot administration and cannot be modified. I would welcome the opportunity to discuss other issues related to interagency cooperation, and to share the final results with MRC.

I am asking that the Commissioner support this survey. The optimal support would be to have the survey distributed and collected at regional MRC area directors meeting. An alternative would be a letter of support from the Commissioner to accompany a survey mailing.

I thank you for your time and consideration. Please contact me if you have any questions.

Sincerely,

John Kerrigan
Director of Special Education
Norwell Public Schools
322 Main St.
Norwell, MA 02061
(617) 659-1417 work
(508) 823-3154 home

April 12, 1989

Commissioner Edward Murphy
Massachusetts Department of Mental Health
160 North Washington St.
Boston, MA. 02114

Dear Commissioner Murphy

This letter is in regard to a survey which I would like all DMH Local Directors in the Commonwealth to complete. The survey involves a study of the collaboration among human services agencies (MRC, DMR, DMH, and public schools) in the transition of special education students to adult human services.

The survey is part of research for my UMASS Amherst doctoral program, and is designed to help us to better understand interorganizational relationships among public human service agencies. I believe this research will be a constructive project to describe the progress being made in this area.

I am fortunate to have had the support of Mary Ann Walsh at the Bureau of Transitional Planning, the Massachusetts Rehabilitation Commission, Dr. Byrnes of the State Association of Special Education Administrators (ASE), and the Department of Mental Retardation. Through this support I have collected BTP data, and have had special education directors complete the survey. I am in the process of having MRC and DMR area directors complete the survey.

I have been in public education for nearly twenty years, and have served on many local and state-wide committees on various issues. This research project has been carefully chosen in the hope that it can have a positive impact on continuing the spirit of cooperation among public agencies serving the handicapped.

The survey, which is enclosed, has been validated through a pilot administration and cannot be modified. I would welcome the opportunity to discuss other issues related to interagency cooperation, and to share the final results with DMH.

I am asking that the you support this survey. The optimal support would be to have the survey distributed and collected at regional DMH local service center directors' meetings. An alternative would be a letter of support which would be mailed with the survey to area directors. I will coordinate either effort, if approved.

I thank you for your time and consideration. Please contact me if you have any questions.

Sincerely,

John Kerrigan
Director of Special Education
Norwell Public Schools
Home Address
315 Ramblewood Drive
Raynham, MA.
(617) 659-1417 work
(508) 823-3154 home

March 12, 1989

Ms. Amanda Chalmers
Chief of Staff
Massachusetts Department of Mental Retardation
160 North Washington St. 5th Floor
Boston, MA. 02114

Dear Ms. Chalmers

This letter is in regard to our phone conversation of 3/10/89 and the survey which I would like all DMR Local Directors in the Commonwealth to complete. The survey involves a study of the collaboration among human services agencies (MRC, DMR, DMH, and public schools) in the transition of special education students to adult human services.

The survey is part of research for my UMASS Amherst doctoral program, and is designed to help us to better understand interorganizational relationships among public human service agencies. I believe this research will be a constructive project to describe the progress being made in this area.

I am fortunate to have had the support of Mary Ann Walsh at the Bureau of Transitional Planning, the Massachusetts Rehabilitation Commission, and Dr. Byrnes of the State Association of Special Education Administrators (ASE). Through this support I have collected BTP data, and have had special education directors complete the survey. I am also planning to have MRC area directors complete the survey.

I have been in public education for nearly twenty years, and have served on many local and state-wide committees on various issues. I have worked with DMR offices in Brockton and Weymouth. This research project has been carefully chosen in the hope that it can have a positive impact on continuing the spirit of cooperation among public agencies serving the handicapped.

The survey, which is enclosed, has been validated through a pilot administration and cannot be modified. I would welcome the opportunity to discuss other issues related to interagency cooperation, and to share the final results with DMR.

I am asking that the Commissioner support this survey. The optimal support would be to have the survey distributed and collected at regional DMR local service center directors´ meetings. I will coordinate this effort, if approved.

I thank you for your time and consideration. Please contact me if you have any questions.

Sincerely,

John Kerrigan
Director of Special Education
Norwell Public Schools
322 Main St.
Norwell, MA 02061
(617) 659-1417 work
(508) 823-3154 home

The Commonwealth of Massachusetts

Executive Office of Human Services
Department of Mental Health
160 North Washington Street
Boston, Massachusetts 02114

EDWARD M. MURPHY
Commissioner

MEMORANDUM

TO: Department of Mental Health Area Directors

FROM: Stephen L. Day, Assistant Commissioner SLD
Community Programs Division

DATE: May 9, 1989

RE: Enclosed Survey

Attached is a survey from John Kerrigan, Director of Special Education for Norwell Public Schools. As part of Mr. Kerrigan's doctoral research, he is gathering information on the transition process for students as they leave Chapter 766 services. This information may be valuable in terms of our program development for this population. Mass. Rehabilitation Commission and Department of Mental Retardation Area Directors are also completing the survey.

Your assistance in returning completed surveys to Mr. Kerrigan is appreciated. Questions may be referred directly to Mr. Kerrigan.

Thank you.

cc: Regional Directors
Mary Ann Walsh, Bureau of Transitional Planning, EOHS

SLD/blp

ELMER C. BARTELS
Commissioner

The Commonwealth of Massachusetts
Executive Office of Human Services
Massachusetts Rehabilitation Commission

March 16, 1989

John Kerrigan
Director of Special Education
Norwell Public Schools
322 Main Street
Norwell, MA 02061

RE: Survey About Transition of Special Education Students to Public Adult Human Services

Dear John:

We will alert the MRC Area and Regional Directors that your survey is forthcoming.

We look forward to your sharing the results with us.

Sincerely,

Harvey Evans
Harvey Evans
Assistant to the Commissioner

Warren L. McManus
Warren L. McManus, Deputy
Vocational Services

WLM:gds

Janet Collins
Dept. of Mental Health
One Roundhouse Plaza
Northampton, MA.
01061

May 8, 1989

Dear Janet

Please find enclosed a survey for an independent doctoral research study being conducted on interagency relations and Chapter 688.

This survey is being sent to local area directors of DMR, MRC, DMH, and several Special Education Directors throughout the Commonwealth.

This survey has been endorsed by the Department of Mental Health Central Office. WE NEED A RESPONSE FROM ALL DMH LOCAL SERVICE CENTER DIRECTORS.

Please complete the entire survey as soon as possible. Return in the enclosed self-addressed stamped envelope. Also, please send the postcard which will confirm your participation.

Thank you for your cooperation.

Sincerely,

John Kerrigan

May 17, 1989

James Parker
MRC - Area Director
8 Silsbee St.
Lynn, MA 01901

Dear Jim

A few weeks ago a survey was sent to all area directors of MRC throughout the Commonwealth. We have received response cards and completed surveys from most of you. If you have already completed the survey, please return the enclosed postcard. If not, please complete the survey and mail it, and the postcard, as soon as possible.

We are very close to a 100% responses. Please participate in this study.

Sincerely,

John Kerrigan

APPENDIX E

ATTITUDE ITEMS RESPONSE SUMMARY

Attitude Items Response Summary

Item	Total	SPE	DMH	DMR	MRC	F Probability
1	4.7	4.6	4.7	4.8	4.7	.7540
2	2.1	2.2	1.8	2.5	2.1	.2800
3	3.0	2.5	3.3	3.0	3.5	.0003*
4	4.2	4.3	4.3	4.2	4.2	.9135
5	3.1	2.2	3.5	2.6	4.0	.0000*
6	3.4	3.7	3.4	2.9	3.4	.0692
7	2.2	2.5	2.2	2.0	2.2	.0649
8	1.8	1.9	1.8	1.8	1.8	.9769
9	4.0	3.7	4.2	3.7	4.2	.0842
10	2.4	2.6	2.4	2.3	2.3	.7402
11	3.4	3.0	3.5	3.5	3.5	.0024*
12	2.8	2.6	3.3	2.8	2.8	.1288
13	2.5	2.2	2.4	2.8	2.8	.1249
14	3.5	3.2	3.8	3.3	3.6	.1887
15	3.2	3.5	3.2	2.8	3.3	.1168
16	2.9	3.2	3.0	3.0	2.4	.1083
17	2.5	2.7	2.3	2.7	2.6	.3538
18	3.5	3.1	3.6	3.4	3.8	.0406
19	1.5	1.5	1.3	1.3	2.0	.0018*
20	3.3	3.4	3.2	3.3	3.2	.7741
21	2.8	3.1	2.7	2.5	2.8	.0741
22	3.1	3.2	2.9	3.5	3.0	.0470*
23	4.5	4.2	4.7	4.7	4.6	.0297*
24	3.9	3.7	3.8	4.2	4.0	.1507
25	4.1	3.9	4.0	4.0	4.3	.2337
26	3.8	4.2	4.0	3.5	3.7	.0142*
27	3.6	3.6	3.3	3.7	3.6	.4313
28	3.7	3.8	3.7	3.8	3.7	.9198
29	2.4	2.0	2.2	2.3	3.0	.0000*
30	3.5	3.5	3.5	3.5	3.7	.7109
31	2.5	2.2	2.8	2.2	2.9	.0010*
32	3.5	3.1	3.6	3.3	3.9	.0014*
33	3.3	2.9	3.6	3.2	3.6	.0226*
34	3.7	3.6	3.8	3.6	3.9	.3231
35	3.0	3.0	2.9	2.8	3.5	.1409
36	3.7	3.9	3.8	3.8	3.3	.0116*
37	2.5	2.8	2.4	2.4	2.4	.1478
38	1.9	1.8	2.0	1.7	2.1	.1656
39	3.2	3.2	3.4	2.9	3.2	.3562
40	2.6	2.7	2.5	3.0	2.4	.0557

* Statistically significant variance

REFERENCES

Adams, J. S. (1982). Interorganizational Processes and Organizational Boundary Activities. In. S. Bacharach, ED. Research in the Sociology of Organizations. JAI press.

Aiken, Michael, and Hage, J. (1968). Organizational interdependence and intra-organizational structure, American Sociological Review. 32, 912-931.

Aldrich, Howard E. & Pfeffer, Jeffrey. (1976). Environments of Organizations. Annual Review of Sociology. 2, 79-103.

Argyris, Chris. (1972). The Applicability of Organizational Sociology. New York: Cambridge.

Assael, Henry. (1969). Constructive role of interorganizational conflict. Administrative Science Quarterly, 14, 573-583.

Austin, David M. (1982). Administrative issues in improving the provision of human services. In Harold Orlans (Ed.), Human Service Coordination New York: Pica. 1-21.

Azarnoff, Roy, & Seliger, J.S. (1980). Delivering Human Services. New Jersey: Prentice Hall Inc. Chapter 11.

Beauregard, Robert A. & Indik, Bernard P. (1979). A Human Service Labor Market. New York: Center for Urban Policy Research.

Benson, J. Kenneth. (1975). The interorganizational network as a political economy. Administrative Science Quarterly, 20, 229-248.

Benz, Michael R., & Halpern, Andrew S. (1987). Transitional services for secondary students with mild disabilities: A statewide persepctive. Exceptional Children, 53, 507-514.

Blair, Rebecca. (1985). Vertical and Network Communication in Organizations. In Robert McPhee, & Phillip Tompkins (Ed.), Organizational Communication. California: Sage.

Boje, David M. & Whetten, David A. (1981). Effect of organizational strategies and contextual constraints on centrality and attributions of influence in inter organizational networks. Administrative Science Quarterly, 26, 378-395.

Brinkerhoff, Merlin B., & Kunz, Phillip R. (1972). Complex Organizations and Their Environments. Iowa: Wm. C. Brown.

Burt, Ronald S., Christman, Kenneth P. & Kilburn Harold C. (1980). Testing a structural theory of corporate cooptation. American Sociological Review, 45, 821-841.

California State Department of Education, (1984). Evaluation of the workability program. Sacramento, CA. Department of Education ED 256 116.

Canham, R. (1979) Interagency coordination and rapid community growth. Washington, D.C.: Extension Services (ED 252 351)

Carroll, Glenn R. (1985). Concentration and specialization: dynamics of niche width in populations of organizations. American Journal of Sociology, 90(6), 1262-1268.

Caruso, Joseph J. (1985). Collaboration of school, college, and community: a bridge to progress. Educational Leadership, p. 558

Cook, Karen S. (1977). Exchange and power in networks of interorganizational relations. The Sociological Quarterly, 18, 62-79.

Corwin, Ronald G., & Edelfelt, Roy A. (1976). Perspectives on Organizations: Viewpoints for Teachers. Washington D.C.: American Association of Colleges for Teacher Education.

Daft, Richard L., & Berker, Selwyn. (1978). The Innovative Organization. New York: Elsevier.

DiStefano, Thomas. (1984). Interorganizational conflict: a review of an emerging field. Human Relations, 37(5), 351-366.

Drabek, Thomas, & Hass, J. Eugene. (1974). Understanding Complex Organizations. Iowa: Wm. C. Brown.

Elmore, Richard F. (1978). Organizational Models of Social Program Implementation. In Dale Mann (Ed.), Making Change Happen. New York: Teachers College.

Etizen, D. Stanley. (1985). Conflict and Order: Understanding Society. Boston: Allyn and Bacon.

Evan, W. (1966) The organization set: toward a theory of interorganizational relations. In James Thompson ED. Approaches to Organizational Design. Pittsburg: University of Pittsburg Press.

Evan, William M., & Klemm, R. Christopher. (1980). Interorganizational relations among hospitals: a strategy structure, and performance model. Human Relations, 33(5), 315-337.

Farrow, F. & Rogers, C. (1983). Effective policies in the provision of related services. Washington, D.C.: Center for the Study of Social Policy. (ED 245 468)

Fasteau, S. (1980). Support services in post-secondary vocational education for handicapped learners. In Greenan (1980). (ED 194 756).

Finley, James R. (1969). Relationship between development organization: A preliminary report on scaling interorganizational relations, Sociological Society Meeting.

Fuhrer, Marsus. The interagency committee. American Rehabilitation. 7, 11-13.

Galaskiewicz, Joseph. (1985). Interorganizational relations. Annual Review of Sociology, 11, 281-301.

Galaskiewicz, Joseph, & Shatin, Deborah. (1981). Leadership and networking among neighborhood human service organizations. Administrative Science Quarterly, 26, 434-448.

Georgia State Board of Education. (1985). Cooperative agreement between the department of education and the department of human resources. Atlanta, Georgia. ED 264 691.

Greenan, J. (1980). Interagency cooperation and agreements. Washington, D. C.: Office of Special Education. (ED 194 756)

Gugerty, J. J. (1982). Inservice training to implement and sustain interagency linkages. In, L. Tindall. Handbook on Developing Effective Linking Strategies. Madison, Wisconsin: Wisconsin University Press.

Hall, Richard, et. al. (1977). Patterns of inter-organizational relationships. Administrative Science Quarterly, 22, 457-470.

Heydebrand, Wolf V. (Ed.). (1973). Comparative Organizations. New Jersey: Prentice-Hall.

Hoffman, R. and Whitehead, J. (1984). Cooperative employment lead sharing resource network for services providers. Lansing, Mich. Michigan State Department of Education. ED 225 728.

Inzerilli, Giorgio. (1979). The organization-client relationship as an aspect of interorganizational analysis. Human Relations, 32(5), 419-437.

Johnson, David R. et al. (1987). Meeting the challenge of transition service planning through improved interagency cooperation, Exceptional Children, 53, 552-530.

Klonglan, Gerald et. al. (1973). Interorganizational measurement, Department of Health Education and Welfare, (ED 079 005).

Klonglan, Gerald et. al. (1976). Interorganizational measurement in the social services sector: differences by hierarchial level. Administrative Science Quarterly, 2, 675-687.

Knoke, David, & Rogers, David L. (1979). A blockmodel analysis of interorganizationl networks. Sociology And Social Research, 64(1), 28-51.

LaVigne, Candace. (1983). Cooperative interorganizational relationships: Regional special education programs. University of Connecticut. Doctoral Dissertation.

Leach, J. and Barnard, W. (1983). A study of cooperation and collaboration among employment training systems in Illinois. Springfield, IL. Illinois State Board of Education. ED 241 697.

Levine, S. and White, P. E. (1961). Exchange as a conceptual framework for the study of interorganizational relationships. Administrative Science Quarterly, 5, 584-601.

Lieberman, Ann. (1986). Collaborative Work. Educational Leadership, 43(5), 4-8.

Lincoln, James R. & McBride Kerry. (1985). Resources, homophily, and dependence: organizational attributes and asymmetric ties in human service networks. Social Science Research, 14, 1-30.

Litwak, Eugene, and Hylton, L. (1962). Inter-organizational analysis: a hypothesis on coordinating agencies, Administrative Science Quarterly. 7, 395-420.

Loughran, E. Networking, coordination, cooperation, and collaboration: Different skills for different purposes. Community Education Journal, (1982). 9, 28-30.

Madow, Michael R. (1980). Communicating in a community mental health system. Psychiatry, 43(4), 324-329.

Mandell, Myrna. (1984). Application of network analysis to the implementation of a complex project. Human Relations, 37(8), 659-679.

Massachusetts Department of Education, (1986). Regulations: Chapter 766. Quincy, MA.

McPherson, Miller. (1983). An ecology of affiliation. American Sociological Review, 48, 519-532.

Miller, Jon. (1980). Access to interorganizational networks as a professional resource. American Sociological Review, 45, 479-496.

Molnar, Joseph J. & Rogers, David L. (1979). A comparative model of interorganizational conflict. Administrative Science Quarterly, 24, 405-422.

Mulford, Charles L. (1984) Interorganizational Relations: Implications for Community Development. New York: Human Science Press, 1-39.

Neugebaren, Bernard. (1985). Organization, Policy and Practice in Human Services. Longman Inc. N.Y. 212-223.

O´Toole, Laurence J., & Montjoy, Robert S. (1984). Interorganizational policy implementation: a theoretical perspective. Public Administration Review, 6, 491-500.

O´Toole, Richard, & O´Toole, Anita Werner. (1981). Negotiating interorganizational orders. The Sociological Quarterly, 22, 29-41

Parrish, L. H. (1982). Vocational education for the handicapped: Perspectives of effective interagency interdepartmental coordination. Washington, D.C. Illinois University. CE 034 699.

Perrow, Charles B. (1970). Organizational Analysis A Sociological View. Brooks & Cole Publishing.

Phelps, L.A., and Greenan, J. (1982). CETA/vocational and special education and vocational rehabilitation linkages. Washington, D.C. Office of Special Education and Rehabilitation.

Phelps, L.A. (1980). Individualized educational programming. Washington, D.C. Illinois University. ED 194 754.

Pratt, Harold. (1982). Case Studies of School Improvement. Washington, D.C.: National Institute of Education.

Provan, Keith G., Beyer, Janice M., & Kruytbosch, Carlos. (1980). Enviornmental linkages and power in resource-dependence relations between organizations. Administrative Science Quarterly, 25, 200-222.

Raelin, Joseph A. (1980). A mandated basis of interorganizational relations: the legal political network. Human Relations, 33(1), 57-68.

Rogers, Cheryl and Farrow, Frank. (1983). Effective state strategies to promote interagency collaboration. Washington, D.C. Center for the Study of Social Policy. ED 245 467.

Rogers, David L. & Whetten, D. A. (1982). Interorganizational Coordination: Theory, Research, and Implementation. Ames: Iowa State Press.

Rogers, D. L. (1979). Research Needs on Interagency Cooperation, North Central Regional Center for Rural Development. ED 224 109.

Ross, G. Alexander. (1980). The emergence of organizational sets in three ecumenical disaster recovery organizations: an empirical and theoretical exploration. Human Relations 33(1), 23-39.

Rusch, Frank R. & Phelps, A.L. (1987). Secondary special education and transition from school to work: A national priority, Exceptional Children, 53, 487-492.

Russell Associates, (1984). Modles of exemplary practices in coordinating special education and vocational rehabilitation services. Washington, D.C. National Institute of Handicapped Research. ED 254 014.

Sarason, Seymore B. et al. (1977). Human Services and Resource Networks. Washington: Jossey-Bass, 137-142.

Sawyer, Darwin O., & Gamm, Larry D. (1981). Latent structures of vertical control in intergovernmental relations. Social Science Research, 10, 314-336.

Schmidt, Stuart M., & Kochan, Thomas A. (1977). Interorganizational relationships: patterns and motivations. Administrative Science Quarterly, 22, 220-234.

Sharp, Elaine B. (1981). Orgnaizations, their environments, and goal definition. Urban Life, 9(4), 415-439.

Silverman, David. (1971). The Theory of Organisations. New York: Basic Books.

Stodden, Robert A. and Boone, R. (1987). Assessing Transition Services for Handicapped Youth: A Cooperative Interagency Approach. Exceptional Children, 53(6), 537-545.

Strauss, Anselm. (1982). Interorganizational relations. Urban Life, 11(3), 350-367.

Thompson, James D. and McEwen, W. J. (1974). Towards a scale of interorganizational relations among public agencies, Sociology and Social Research. 59, 61-70.

Tindall, Lloyd W. (1982). Handbook on Developing Effective Linking Strategies. Madison, Wisconsin: Wisconsin University.

Tjosvold, Dean. (1986). The dynamics of interdependence in organizations. Human Relations, 39(6), 517-540.

Trist, Eric. (1983). Referent organizations and the development of inter-organizational domains. Human Relations, 36(3), 269-284.

Vandergoot, David, & Worral, John D. (1979). Placement in Rehabilitation. Baltimore, MD.: University Pa

Van de Ven, Andrew H., & Walker Gordon. (1984). The dynamics of interorganziational coordination. Administrative Science Quarterly, 29, 598-621.

Van Dyck, P. C. (1984). Creating an information base for program collaboration. Maryland: Health Resources and Services Administration. ED 252 051.

Warden, J. and Lehrman, R. (1979). _Planning to meet the vocational needs of handicapped students_, Juneau, Alaska State Department of Education. ED 200 807.

Whetten, David A. (1981). Interorganizational relations: A review of the field, _Journal of Higher Education_, 52, 1-28.

Whitted, B. (1983). _Interagency cooperation: miracle or mirage? A study of interagency cooperation in the delivery of special education and related services_. Skokie, IL. Education Information Planning Associates. ED 229 997.

Woodard, M., Cooper, J.H. and Trohanis, P.L. (1982). _Interagency Casebook_, Chapel Hill, North Carolina, ED 22 009.

Wiewel, Wim, & Hunter, Albert. (1985). The inter-organizational network as a resource: a comparative case study on organizational genesis. _Administrative Science Quarterly_, 30, 482-